UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/1996/20
18 March 1996

ORIGINAL: ENGLISH

Annual session 1996
6-17 May 1996, Geneva
Item 7 of the provisional agenda
UNDP

ANNUAL REPORT OF THE ADMINISTRATOR AND RELATED MATTERS

United Nations New Agenda for the Development of Africa in the 1990s

Report of the Administrator

I. PURPOSE

1. The present report is submitted to the Executive Board in accordance with paragraph 4 of its decision 94/13 of 9 June 1994.

II. UNDP SUPPORT TO THE ACTIVITIES OF THE UNITED NATIONS NEW AGENDA FOR THE DEVELOPMENT OF AFRICA IN THE 1990S (UN-NADAF)

A. General

2. In support of UN-NADAF, UNDP has reoriented its development assistance to Africa to give emphasis to priority areas called for in the New Agenda. The sustainable human development (SHD) paradigm has facilitated this process and, throughout Africa, UNDP is introducing projects and programmes with a focus on capacity-building for poverty eradication, empowering civil society, correcting gender bias, promoting environmental concerns and advancing the human development agenda. Other support for UN-NADAF is provided through the project RAF/93/004/A/01/51: Support for Monitoring the Implementation of the United Nations New Agenda for the Development of Africa in the 1990s, launched by UNDP in 1993 in response to paragraph 29 of General Assembly resolution 46/151. This project, which is due for review and possible extension following its expiration on 31 December 1995, is designed to:

(a) Provide monitoring of networks and strengthening mechanisms for policy dialogue on Africa through the Economic Commission for Africa (ECA);

(b) Reinforce the Office of the Special Coordinator for Africa and the Least Developed Countries (OSCAL);

(c) Provide support to Africa Recovery magazine to enable a wider coverage and dissemination of information regarding African development.

B. Activities and achievements in 1995

3. Several activities were supported in line with the New Agenda. In the area of human resources development, UNDP helped many countries, including Botswana, Cameroon, Gambia, Guinea, Ethiopia, Madagascar, Malawi and Namibia to focus on operationalizing the SHD concept. In the environmental field UNDP supported initiatives such as Capacity 21 and coordinated its interventions with those of other partners, including the Office to Combat Desertification and Drought (UNSO); the Africa 2000 Network on grass-roots activities in the management of natural resources; and the Global Environment Facility (GEF), mainly on activities related to biodiversity conservation and the protection of coastal areas from pollution.

4. Support for the establishment of the African Economic Community (AEC). UNDP continued to provide assistance to the joint OAU/ECA/African Development Bank (AfDB) Secretariat charged with managing the implementation of the Abuja Treaty for the establishment of the AEC. Activities that were supported included strengthening the capacity of the Secretariat, rationalization and harmonization of intergovernmental organizations and finalization of the AEC protocols of agreement. To catalyse this support further, a new project entitled "RAF/94/008: The Promotion of Africa's Economic Cooperation and Integration through the Establishment of the African Economic Community" was approved in late 1995 and is due to be launched in early 1996.

5. Capacity-building and long-term strategic planning. Under the multi-donor-funded African Capacity-Building Initiative (ACBI), which aims at strengthening regional and national capacities to formulate and manage national economic policies and programmes, support was extended to key training institutions in several countries, including Benin, Ghana, Guinea, Nigeria, Uganda, the United Republic of Tanzania and Zimbabwe. The report of the mid-term evaluation of ACBI was discussed at the Executive Board at its third regular session 1995. A multi-donor evaluation is planned for early 1996. Long-term strategic planning is being supported by the National Long-Term Perspective Studies (NLTPS) programme. The exercise was completed in late 1995 in Mauritius and is expected to be completed soon in Côte d'Ivoire, Gabon and Guinea Bissau. It is under way in several other countries, including Cape Verde, Mauritania, Senegal, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

6. Private sector development. The promotion of the private sector to increase productivity, savings and investment is a key requirement for economic growth. The Africa Project Development Facility (APDF), co-sponsored by UNDP,

AfDB, the World Bank and bilateral donors, has completed 130 projects in 25 countries. The African Management Services Company (AMSCO), which supports management strengthening and training, continued to make progress in 1995 after its substantive restructuring in 1993. Further assistance was provided by the Caisse française de développement, which has been supportive since 1993 for setting up an investment guarantee fund for West Africa.

7. Additional support to UN-NADAF was provided through project RAF/93/004. The principal activities assisted in 1995 are noted below.

8. Support to the Panel of High-Level Personalities on African Development. UNDP continued to participate actively in efforts by the Panel to build international consensus on priority issues on African economic recovery and development, such as the role of African non-governmental organizations (NGOs) in development, African debt, human resources development, agriculture, trade, peace, stability and security in Africa. The Assistant Administrator and Director, Regional Bureau for Africa, served as Acting Secretary of the Panel.

9. Office of the Special Coordinator for Africa and the Least Developed Countries. UNDP provided (a) partial funding for the workshop on NGOs and African development organized by OSCAL in January 1995 and (b) support for a study on the development of the African informal sector. UNDP co-organized with OSCAL the international workshop on the development of Africa's informal sector at United Nations Headquarters in New York in June 1995. This workshop recommended the setting-up of an international task force to design a special programme of support for Africa's informal sector. UNDP and OSCAL co-organized the first meeting of the Task Force in New York in November 1995. Eight priority areas for support by the international community were identified by the Task Force. The draft will be finalized at the second meeting of the Task Force scheduled to be held in Conakry, Guinea, from 22-26 April 1996.

10. Follow-up to Tokyo International Conference on African Development (TICAD). Follow-up activities to TICAD continued in 1995 when OSCAL, with UNDP support, organized a workshop in Harare with a view to operationalizing the recommendations of the Tokyo Declaration on African Development.

III. IMPACT OF UNDP SUPPORT

11. By supporting the three United Nations entities involved in the follow-up and monitoring of the implementation of UN-NADAF, namely, OSCAL, ECA and Africa Recovery magazine, UNDP has contributed to efforts at ensuring that UN-NADAF is effectively implemented and that the issue of African economic recovery and development is kept as a top priority of the United Nations.

IV. UNITED NATIONS SYSTEM-WIDE SPECIAL INITIATIVE FOR AFRICA

12. UN-NADAF will be given new impetus through the United Nations System-wide Special Initiative for Africa, which brings, to selected areas of African development priorities, a coordinated and comprehensive approach to aid

delivery. In partnership with African countries, the Bretton Woods institutions and bilateral donors, the United Nations system will commit itself to working in a synergistic manner to support an unprecedented set of concrete programme actions designed to maximize African development efforts.

13. The Special Initiative comes at a critical time for Africa. In general, prospects for economic recovery are greater than they have been in recent years. As a result of consistent policy reform measures, several countries have registered positive rates of growth in consecutive years thereby creating the conditions for investment and promotion of the private sector. Moreover, many countries are adopting measures that will lead to an enabling environment of accountability and better governance. These are all positive indicators for accelerating development efforts. Yet, there are far too many countries that have been unable to respond effectively to deteriorating economic trends or to the circumstances that have resulted in destructive civil conflicts.

14. The Special Initiative will aim at adding momentum to Africa's development initiatives. It will strengthen the capacity of African men and women to take charge of the development process and promote the minimum conditions for civil tranquillity, good governance and socio-economic progress in order to give development a chance. It will also seek to give more hope to upcoming generations through the provision of services that will improve the quality of life.

15. The Special Initiative has 14 main components concentrated in the following sectors: basic education, basic health, governance, food security, water and sanitation, peace-building and informatics. For each of the major components, a lead United Nations agency or agencies will be responsible for coordinating implementation with the African country concerned and for resource mobilization with the support of the World Bank.

16. The Special Initiative seeks to mobilize resources in the order of $25 billion for activities to be undertaken over a 10-year period. A large proportion of the resources is to come from a reallocation of existing levels of development assistance by Africa's multilateral and bilateral donors and by African countries' own resources, as well. Nevertheless, it is expected that the Special Initiative will attract new and additional resources, particularly for those priority areas that have not so far benefited from the required level of assistance to achieve the desired result.

17. The Special Initiative is innovative because it provides a framework for unprecedented partnership between Africa and its development partners and a synergy among development agencies. It aims to give operational significance and focused programme orientation to the policy commitments made in UN-NADAF and its predecessor, the United Nations Programme of Action for African Economic Recovery and Development 1986-1990.

UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/1996/21
27 March 1996

ORIGINAL: ENGLISH

Annual session 1996
6-17 May 1996, Geneva
Item 8 of the provisional agenda
UNDP

UNDP: MATTERS RELATING TO THE PROGRAMMING CYCLES

Implementation of the successor programming arrangements

Note by the Administrator

I. PURPOSE

1. The present report has been prepared in response to Executive Board decision 96/7, in which the Board requested the Administrator to submit operational guidelines on the new programming arrangements, including arrangements for the review reports that will enable the Board to review the actual implementation of the country cooperation frameworks (CCFs) and the lessons learned.

2. With reference to the table contained in Executive Board decision 95/23, the report provides summaries of guidelines for country-level programming (lines 1.1.1 and 1.1.2); resources for development in countries in special situations (line 1.1.3); regional programming (line 1.2); global interregional and special activities (line 1.3); and programme support to the resident coordinator/aid coordination (line 3.1). Each summary also indicates briefly the arrangements for overall monitoring and reporting to the Board on the implementation of the line.

3. Detailed guidelines on the programming of these facilities are provided in the Manual for the Programming of UNDP Resources.

II. COUNTRY-LEVEL PROGRAMMING (LINES 1.1.1 AND 1.1.2)

4. The basic guidelines for country-level programming (lines 1.1.1 and 1.1.2) under the new programming arrangements were introduced to the Executive Board at its first regular session 1996 as part of document DP/1996/3. At that meeting, the Administrator noted that, in principle, the

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guidelines were to be viewed as a "live" document that would be improved upon with time, based on country-level experience in the implementation of the guidelines and, as necessary, additional guidance from the Board. In this light, the draft guidelines introduced to the Board in January 1996 have since been duly updated, taking into account the main issues raised by members during that session, clarifications provided by the Administrator thereon, the consequent Board decision 96/7, as well as feedback from the UNDP network of country offices. In particular, country offices have been able to provide feedback during a series of high-level meetings of resident representatives undertaken in early 1996: in the Africa region (Burkina Faso, January); in the Asia and the Pacific region (India, February); in the Latin America and Caribbean region (Mexico, March); and in the Arab States region (Djibouti, March).

5. The main features in the updated guidelines include:

(a) Reaffirmation of the fundamental principle that programming of UNDP and UNDP-managed resources should be based on national plans and priorities, and that the preparation of the CCF is the responsibility of the Government, in consultation with UNDP;

(b) The advisory note 1/ is an internal UNDP document, prepared by the resident representative with necessary support from UNDP headquarters, in particular the substantive units of the Bureau for Programme and Policy Support (BPPS). In preparing the advisory note, the resident representative is encouraged to undertake dialogue on the country's development circumstances and prospects with traditional partners (e.g., government ministries) as well as non-traditional partners (civil society organizations). In all instances, this dialogue is to be undertaken with the full knowledge of the national authorities;

(c) The draft CCF will be reviewed by the local Programme Advisory Committee (LPAC) before submission to UNDP headquarters and the Executive Board for approval or discussion, in accordance with decision paragraph 6 of decision 96/7. With government concurrence, multilateral, bilateral and civil society organizations will be invited to the local CCF review. This arrangement creates possibilities for the early participation of members of the Board through their local missions in the Government-led elaboration of the CCF;

(d) The structure of the CCF has been streamlined and will cover, consistent with paragraph 5 of decision 96/7, an analysis of the development situation from the sustainable human development (SHD) perspective, results and lessons of past cooperation, strategy and programme areas for the next

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1/ After due consideration, UNDP has decided to revert to the term "advisory note", rather than use the term "preliminary programme note", which had been proposed in document DP/1996/3 of 30 November 1995, presented to the Executive Board at its first regular session 1996.

cooperation and management arrangements (execution/implementation, monitoring, evaluation and reporting and resource mobilization);

(e) Recipient countries will be assigned 60 per cent of base country-level target resource allocation from the core (line 1.1.1) resources upon approval of the CCF by the Executive Board. Assignments in excess of this amount (from line 1.1.2) will be made based on established criteria (see document DP/1996/3), taking into account Executive Board directives on the minimum share of resource flows to least developed countries and low-income countries;

(f) In order to capture the diversity of the country experiences under which UNDP operates, the guidelines are meant to be applied flexibly.

Monitoring, evaluation and reporting

6. Regular monitoring of the implementation of overall CCFs will be undertaken in two ways:

(a) By the director of the regional bureau concerned, supported by the Bureau Programme Advisory Committee (BPAC). This will be undertaken as part of the annual review of overall country office plans, including results and benchmarks. The annual reviews will result in the assignment of additional resources under line 1.1.2, as appropriate. The director of the bureau will report to the Administrator and the Programme Management Oversight Committee (PMOC) on implementation of CCFs in general and the allocation of line 1.1.2 resources in the bureau. The latter will also be reflected in the annual report of the Administrator to the Executive Board, as indicated in paragraph 29 of document DP/1996/3;

(b) By UNDP and the Government. This will form part of the biennial review of UNDP operational activities at the country level. A report of each review will be made available to the Executive Board with overviews prepared on a regional basis, covering the substantive and thematic achievements and main lessons learned from monitoring and evaluation.

7. Detailed guidelines on the programming and management of lines 1.1.1 and 1.1.2 are contained in the manual.

III. PROGRAMMING IN COUNTRIES IN SPECIAL DEVELOPMENT SITUATIONS (LINE 1.1.3)

8. In line with Executive Board decision 95/23, 5 per cent of UNDP core resources have been set aside for development activities in countries facing special situations (line 1.1.3). The provision incorporates support provided under the category of disaster mitigation during the fifth cycle and enables UNDP to respond in a timely and systematic manner to emergency situations that previously had to be brought to the Executive Board for ad hoc action (see paragraph 54 of DP/1995/32).

9. The interventions by external partners in countries experiencing various stages of crisis require strengthened strategic alliances among, inter alia,

international financial institutions, multilateral and bilateral donors, non-governmental organizations and national authorities, including civil society. In this light, UNDP will use line 1.1.3 resources to provide three forms of support:

(a) The formulation of strategic frameworks for international/national action in countries experiencing or emerging from crisis situations, and the launching of specific programme initiatives in response to development opportunities;

(b) Enhancing country/United Nations system ability to coordinate the response to sudden, life-threatening crises;

(c) Building national capacities to prepare for, avoid and manage complex emergencies and disasters.

10. Funds targeted for category (a) will be allocated by the Administrator, based on the recommendation of PMOC, with the participation of the Emergency Response Division (ERD) of the Office for United Nations Support Services (OUNS). In category (b) the resident coordinator/resident representative has the standing authority to approve an allocation of up to $200,000 from global emergency funds to be used in accordance with established criteria. Universally accessible funds for category (c) will be approved by the regional bureau director, in close consultation with ERD.

11. At the country level, UNDP will pursue its objectives in support of countries in special situations in consultation with the United Nations Country Team, the United Nations Disaster Management Team (UNDMT) or similar inter-agency coordination mechanism. Normally, UNDMT, chaired by the resident coordinator (in accordance with paragraph 39 of General Assembly resolution 46/182), includes the country representatives of all United Nations organizations and serves as the United Nations system mechanism for crisis or disaster management.

Monitoring, evaluation and reporting

12. Regular monitoring of activities under 1.1.3 will be carried out by the regional bureaux and ERD based on standard UNDP procedures and in full coordination with the Office of Evaluation and Strategic Planning. In the third year, a formal evaluation of the line will be undertaken. The main conclusions, lessons and recommendations as well as arrangements for their incorporation in future programmes will be reported on to the Executive Board in 1999, and the full report of the evaluation will be made available to the Board at the same session.

13. Details on the programming and management of line 1.2 are contained in the manual.

IV. REGIONAL PROGRAMMING (LINE 1.2)

14. Under Executive Board decision 95/23, 7.6 per cent of UNDP core resources have been earmarked for regional programming activities (line 1.2).

A regional cooperation framework (RCF) (akin to the CCF) will comprise the central document in the regional programming process. It will provide the basis upon which the Executive Board will review the regional strategy, programme proposals and resource requirements and, through its approval, establish the basis for assigning resources for regional programme formulation.

15. To ensure that the regional programme is clearly focused and has a strong degree of ownership on the part of participating Governments, the director of the regional bureau concerned will undertake extensive consultations with Governments, regional institutions and relevant United Nations specialized agencies.

16. The preparation of the regional programme will take into account the measures contained in the agreement reached between the Administrator and the Executive Secretaries of the Regional Economic Commissions in February 1995. Those measures include: improved mechanisms for regional-level coordination; mechanisms to encourage policy analysis and the identification of specific areas of cooperation; the incorporation of regional dimensions into country strategy notes; mechanisms for the two-way exchange of information; joint review of execution/operational modalities for regional programmes; and mechanisms for collaboration on resource mobilization strategies.

17. The RCF should be conceived and developed as both a strategy and a statement of understanding between Governments, regional institutions and UNDP on the main regional development challenges facing the countries within the region, the overall strategy and programme areas for UNDP cooperation, and management arrangements in the coming period.

18. The RCF document will provide the following information:

(a) Introduction. A brief factual statement will be presented on the consultative process that culminated in the RCF document, highlighting the significant role of Governments and regional institutions in the process;

(b) Section I: Development situation from an SHD perspective. This will contain an analysis of the main development goals and priorities of the region, as jointly understood, in relation but not limited to the focus areas of SHD, i.e., issues pertaining to poverty eradication, sustainable livelihoods, gender, sustainable environment and governance, from a regional context; the analysis must be dynamic and forward-looking, addressing underlying causes and trends, and drawing, as relevant, on recent United Nations-sponsored international agreements to which the Governments in the region are committed, such as the United Nations Conference on Environment and Development (UNCED), the International Conference on Population and Development (ICPD), the World Summit on Social Development (WSSD), and the United Nations World Conference on Women (FWCW);

(c) Section II: Results and lessons of past cooperation. This part will show the main cumulative results of the current regional programme, highlighting those areas where UNDP comparative advantages have had significant impact in supporting regional efforts; the extent to which regional capacity-building has taken place and is being sustained, in terms of

improved decision-making systems and the capacity to conceive, plan, deliver and sustain services; the impact of UNDP-assisted regional activities on the poor, women, environment and employment-generation; and the main lessons learned by Governments and UNDP from the monitoring and evaluation of the current regional programme;

(d) Section III: Strategy and programme areas for next cooperation. This will present the agreed overall strategy for the most effective use of the regional resources and services available from UNDP, based on region-specific circumstances and in line with UNDP mandates and comparative advantages. It will be linked to the analysis in section I and main lessons learned from past cooperation in section II and will give brief descriptions of main programme areas for which UNDP cooperation is envisaged, taking into account the linkages with national and global programmes and the added value of approaching the programme area from a regional vantage point;

(e) Section IV: Management arrangements. This will give details of: execution and implementation; monitoring, evaluation and reporting; and resource mobilization.

Monitoring, evaluation and reporting

19. Regular monitoring of regional activities under line 1.2 will be undertaken through annual reviews by the director of the regional bureau concerned, based on pre-determined criteria for results and benchmarks, with a formal evaluation of the facility in its third year. The main conclusions, lessons and recommendations as well as arrangements for their incorporation in future programmes will be reported to the Executive Board in 1999. The full report of the evaluation will also be made available to the Board.

20. Details on programming and management of line 1.1.3 are contained in the manual.

V. GLOBAL, INTERREGIONAL AND SPECIAL ACTIVITIES (LINE 1.3)

21. Under decision 95/23, the previous (i.e., fifth cycle) global, interregional and special activities were merged into one line (1.3) and assigned 4.2 per cent of UNDP core resources. As spelled out in document DP/1995/32, line 1.3, referred to here as the global programme, is intended to promote interregional and global partnerships, to support global-level research to promote SHD, to expand and test new concepts and tools to support SHD as well as to support countries in meeting national commitments to programmes of action established by United Nations Conferences since 1990.

22. Equally important, the global programme will be developed in close collaboration with country-level programming lines (1.1.1 and 1.1.2) and regional programmes (line 1.2). This will enable the organization to operate within the same broad general policy framework; avoid duplication of efforts; maximize impact; direct its research, policy and programme support to priority areas in programme countries; and, at the same time, bring the experiences gained to the global level.

23. The global programme will focus on five priority areas, each with a strategic and research dimension:

(a) Macro-policies to eradicate poverty and promote sustainable human development. Programmes will promote multidisciplinary approaches to development. Examples of proposed areas of intervention include: people-centred macro-frameworks; poverty, environment and gender indicators; and national capacity development strategies;

(b) Poverty eradication and sustainable livelihoods. Programmes will help to fulfil the mandates of the World Summit for Social Development. Examples of proposed areas of intervention include: poverty definitions, assessment and monitoring techniques, including for the gender dimensions of poverty; assessment of existing social programmes and development of innovative approaches and funding mechanisms; understanding and promotion of sustainable livelihoods and methodologies to support employment programmes; promotion of innovative, environmentally sound and appropriate technology that contributes to poverty eradication; and health issues, in particular poverty-related diseases and the human immunodeficiency virus/acquired immune deficiency syndrome;

(c) Environment, natural resource management and energy. Programmes will respond to the UNCED mandates, and all are directly related to poverty eradication. Examples of proposed areas of intervention include: sustainable agriculture and food security; economics of sustainable development; forestry and land degradation; water strategies; and sustainable energy services, particularly in rural areas;

(d) Advancement of women and gender equality. Programmes will help to implement the mandates of the Fourth World Conference on Women. Examples of proposed areas of intervention include: methodologies to strengthen country capacity to integrate gender-disaggregated data and analysis into policy frameworks and legislation; and models and pilot programmes for gender-mainstreaming;

(e) Management development and governance. Programmes will respond to WSSD concerns and/or are linked to Habitat II. Examples of proposed interventions include: models of national and regional strategies for sound governance; innovative practices of local-level government and national decentralization programmes; aid management and accountability; and urban management strategies.

24. In the course of 1996, UNDP will develop a "global cooperation framework" (GCF), which will elaborate on the areas of intervention proposed above. The GCF will address the following: (a) the rationale for UNDP work in a given thematic area; (b) lessons drawn from past cooperation; (c) objectives; (d) main activities; (e) expected outputs and impact; (f) execution/implementation modalities; (g) estimated resources available; and (h) possible linkages to regional and country programmes. As in the past, funding for Human Development Report activities and the contingency fund for unanticipated programme opportunities will be obligated at the discretion of the Administrator. It is expected that up to 70 per cent of the resources of the global programme will be allocated at the beginning of the three-year

period, 1997-1999. The remainder will be kept in reserve to support high-quality programmes as well as new ideas and emerging issues within the priority areas.

Monitoring, evaluation and reporting

25. Regular monitoring will be in the form of annual reviews of activities in each priority area or sub-line by the director of BPPS, based on pre-determined criteria for results and benchmarks, and a formal evaluation of the facility in its third year. The main conclusions, lessons and recommendations as well as arrangements for their incorporation in future programmes will be reported on to the Executive Board in 1999. The full report of the evaluation will also be made available to the Board.

26. Details on programming and management of line 1.3 are contained in the manual.

VI. SUPPORT TO THE RESIDENT COORDINATOR SYSTEM (LINE 3.1)

27. In line with Executive Board decision 95/23, UNDP has earmarked 1.7 per cent of its core resources for support to the resident coordinator system. In principle, the responsibility for coordinating all types of external assistance, including that provided by the United Nations system, lies with the Government. The resident coordinator system, under the leadership of the resident coordinator, seeks to facilitate the exercise of this responsibility by the Government. The specific role of UNDP with respect to the resident coordinator system was established, inter alia, in General Assembly resolutions 32/197, 34/213, 47/199 and 48/209 and 48/162.)

28. The programme of support to the resident coordinator allows resident coordinators to respond quickly and effectively to opportunities for United Nations system collaboration and act as a catalyst in the development and strengthening of coordination initiatives at the country level. In developing these initiatives, the resident coordinator will necessarily involve the entire United Nations development system, including agencies that do not have formal representation in that particular country.

29. The programme will be used to support five areas of coordination:

(a) Collaborative programming: will assist Governments in the preparation and implementation of the country strategy note, when the Government so decides; support thematic/field-level committees that have been established for the purposes stated in paragraph 40 of General Assembly resolution 47/199 and paragraph 41 of resolution 50/120;

(b) Follow-up to major international conferences: will facilitate, in full consultation with Governments, coherent and coordinated United Nations follow-up to major international conferences at the country level (paragraph 39 of General Assembly resolution 50/120);

(c) United Nations system public information activities: will promote a better understanding of the objectives, themes and initiatives of the United

Nations and show how the United Nations development system, working in a coherent and coordinated manner, is assisting Governments in achieving national priorities;

(d) United Nations system shared services and common premises: will provide support for efforts towards an integrated and more cost-effective common United Nations system presence at the country-level, such as shared administrative systems, common premises, integrated databases and communication systems and inter-agency training (General Assembly resolutions 47/199 and 50/120);

(e) Special assignments: will provide support for special initiatives such as the United Nations/UNDP assistance in democratization processes e.g., national elections.

30. The assignment of resources under line 3.1 will be made each year in two stages:

(a) Initial assignment: representing 75 per cent of available resources under line 3.1, to be allocated to all resident coordinators in lump sum at the beginning of the year;

(b) Subsequent assignment: representing 25 per cent of available resources, allocated to resident coordinators to supplement initial assignment, based on a specific request.

31. Line 3.1 will be managed by the Administrator. In support of this function, OUNS will (a) develop criteria, guidelines and procedures for the use of the fund; (b) review requests for additional funding; (c) participate in relevant inter-agency headquarters coordination mechanisms; and (d) disseminate best-practice experiences or lessons learned from the monitoring and evaluation of activities under line 3.1.

32. Monitoring, evaluation and reporting. Regular monitoring of line 3.1 will be done through the current mechanism of the annual report of the Resident Coordinator, which will be modified accordingly to emphasize results and benchmarks. A formal evaluation of the resident coordinator system will be undertaken in early 1999 and reported to the Executive Board.

33. Details on programming and management of line 3.1 are contained in the manual.

VII. PROGRAMME REVIEW AND SUPPORT SYSTEM

34. In its decision 96/7, the Executive Board also requested the Administrator to submit a proposed format and timing for review reports, based on information generated from the new programme review and monitoring system. In general, biennial reports reflecting the outcomes of joint Government/UNDP reviews of progress in implementing CCFs will be made available to the Board. The reports will specify results achieved against benchmarks established in programme documents. In addition, ad hoc reports on evaluation of the main

themes of UNDP assistance will be made available to the Board as and when they are undertaken.

35. Details of the programme review and support system are contained in the manual. A schedule of the periodic review reports to the Executive Board on country and intercountry programmes and the resident coordinator system, including the proposed format, will be made available to the Board at its first regular session 1997 (see annex).

VIII. EXECUTIVE BOARD ACTION

35. The Executive Board may wish to:

1. Take note of the present report and, in particular, the guidelines on programming at the country level (lines 1.1.1 and 1.1.2), resources for development in countries in special situations (1.1.3), regional (1.2), global, interregional and special activities (1.3) and support to the resident coordinator/aid coordination (3.1), and the basic review and reporting arrangements;

2. Provide additional guidance on its expectations with respect to the basic review and reporting mechanisms.

Annex

REPORTING

1. Two types of reports will be made available to the Executive Board: biennial country reports and thematic evaluation reports.

Biennial country reports

2. Biennial country reports will reflect the outcome of in-depth, joint Government/UNDP, country-level reviews. Each report will provide an assessment of the progress made in implementing the country cooperation framework (CCF) and the degree of achievement at the level of targets and indicators set for programmes and projects. The reports will also comment on management arrangements, as well as collaboration within the United Nations system and with other donors. A summary of resource mobilization target planned to what was achieved. The reports will be structured as follows:

(a) Section 1: Introduction. This section will provide an overview of the development situation;

(b) Section 2: Implementation of CCF. This section will discuss problems encountered and progress made; Government/national commitment; and management issues, including key difficulties encountered and proposals for solution;

(c) Section 3: Programmes and projects. This section will contain a list of programmes approved, with a short brief on objectives, targets set and goals reached; any reorientation envisaged; and any evaluation/audit findings;

(d) Section 4: United Nations system and coordination issues. This section will discuss key results of aid coordination and compare resources mobilization targets planned to those reached;

(e) Section 5: Conclusions and recommendations. This section will list the key outcomes of the review, together with any recommendations of the Administrator;

(f) Annex. The annex will provide a summary of resource mobilization results.

3. Each report will not exceed five pages in length and will be made available to the Executive Board for information purposes. A report may be discussed, provided more than five members make a request to the secretariat to do so (same practice as for CCF).

Thematic reports

4. In addition, reports on evaluations of the main themes of UNDP assistance will be made available to the Executive Board periodically. Such reports will be prepared in accordance with UNDP established guidelines for monitoring and evaluation. They will focus on issues of substance and process. They will provide quantitative and qualitative assessments of

performance, impact, capacity-building and sustainability, based on benchmarks and targets set out in programme and project documents.

UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/1996/22
15 March 1996

ORIGINAL: ENGLISH

Annual session 1996
6-17 May 1996, Geneva
Item 9 of the provisional agenda
UNDP

OTHER FUNDS AND PROGRAMMES

United Nations Volunteers

Report of the Administrator

I. PURPOSE

1. The present report is submitted in accordance with Governing Council decision 92/2. It highlights the dramatic evolution of the United Nations Volunteers (UNV) activities in the humanitarian, peace-building and governance arenas over the past two years as well as the substantial contributions made by UNV to the promotion of human rights, new achievements in community-based endeavours, and future directions reflected in the UNV Strategy 2000. Action is sought from the Executive Board regarding: promotion of crucial UNV support to humanitarian, peace-building and human rights activities of the United Nations system and other international organizations, including through the White Helmets initiative; and the efficient use of resources to continue the exploration of innovative volunteer contributions, including the timing of payments to the Special Voluntary Fund (SVF).

II. UNV: KEY EVENTS OF 1994 TO 1996

A. Actions taken in response to Executive Board decisions since 1994

1. Humanitarian relief and confidence-building

2. Strengthened by the experience gained during the biennium and by the recommendations of the 1994 UNV Fourth Special Consultation, UNV contributions across the development-humanitarian relief-peace spectrum have become a vital

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force within United Nations system missions and operations. Since 1994, close to 2,000 UNV specialists have served in humanitarian operations and peace-building missions of the United Nations. Volunteer roles are particularly relevant in support of non-governmental organizations (NGOs) and local community-based groups in countries in crisis. Responding to Executive Board decision 94/9, UNV has considerably diversified its participation in the spectrum of activities from crisis to development. UNV specialists have contributed to crisis prevention, emergency humanitarian relief, electoral assistance and rehabilitation. Major activities undertaken within the framework of United Nations missions include demobilization of former combatants in Mozambique; electoral support in South Africa and Haiti; technical and administrative support in Angola, Liberia, Rwanda and the former Yugoslavia. In recommendation 11 of its recent report entitled "Strengthening of the United Nations System Capacity for Conflict Prevention" (JIU/REP/95/13), the Joint Inspection Unit noted the further potential of UNV by stating that "in order to enhance United Nations system activities addressing root causes of conflicts, the United Nations and specialized agencies should more extensively use the United Nations Volunteers".

3. UNV contributions at the local level have proven to be especially effective and a ready resource in the emerging field of large human rights operations, whether those operations accompany electoral reform or act as stand-alone missions. Hundreds of UNV specialists have served and are serving as human rights monitors, observers and educators or are working to promote and protect the rights of indigenous people: with the Human Rights Field Operations in Rwanda; in Guatemala with the United Nations Human Rights Verification Mission (MINUGUA); and in Haiti with the Organization of American States/United Nations Joint Civilian Mission.

4. Volunteer roles have also proven valuable within innovative approaches designed by UNV in specific, community-focused peace promotion and conflict resolution endeavours, combining international and national volunteers in mixed teams in the Great Lakes region of Africa (Burundi, Rwanda and Zaire) and in some countries of the Commonwealth of Independent States. Fielded to enhance local capacity-building for rehabilitation and community participation, these efforts complement the overall UNV strategy of building bridges between crisis and development in order to contribute towards lasting results. To that end, partnerships and working links have been reinforced with United Nations humanitarian relief organizations, notably the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP), as well as with the United Nations Department of Political Affairs, the Department of Peace-keeping Operations and the Department of Humanitarian Affairs and the Centre for Human Rights; the Emergency Response Division of UNDP; the United Nations Children's Fund (UNICEF); and the International Organization for Migration.

2. Domestic Development Services: An outreach to the community

5. UNV work in poverty eradication through the Domestic Development Services (DDS) programme continues, with the focus on enhancing the managerial and the

technical capacities of community-based groups, working in particular with women and youth. Operational in over 30 developing countries and with some 200 Government and NGO partners, the impact of DDS is seen through the strengthening of thousands of local groups, the emergence and expansion of village-level, income-generating initiatives and assistance to the most disadvantaged for accessing a variety of support services.

6. In its decision 94/9, the Executive Board requested the Administrator to continue to seek more financial resources for assured and firm funding for the DDS programme. Over the biennium, resources have been contributed by new donors, including Japan, the Netherlands and Switzerland, while Germany has significantly increased its ongoing support. UNDP has confirmed a contribution to DDS from the regional programme for Africa, to be channelled specifically to countries moving from crisis to rehabilitation and reconstruction. While several programme countries have earmarked country-level resources to supplement external support, overall funding for DDS activities still falls far short of the demand, especially in least developed countries.

3. Special Voluntary Fund: Innovative community-focused action

7. In its decision 92/35, the Governing Council authorized UNV to utilize contributions to the SVF for, inter alia, pilot and experimental projects; this has been largely instrumental in permitting UNV to be proactive in exploring and developing, with a wide range of partners, several innovative areas where volunteer contributions have critical roles to play. In Asia, successful programmes focus, for example, on providing volunteer support to the artisan sector through exchanges of barefoot artisan specialists and to poor communities in the Angkor park in Cambodia.

8. In Africa, the SVF has been used strategically to sensitize UNV programme officers to ensure that they provide optimum support to country-level activities that focus on addressing the HIV/AIDS epidemic. In Latin America, a programme launched with SVF funds has assisted local NGOs in several countries to identify common areas for volunteer contributions, to develop and scale up initiatives and to share results through networking. An SVF project in the Arab States, in partnership with the Economic and Social Commission for Western Asia (ESCWA) and with the Arab Gulf Programme for United Nations Development Organizations (AGFUND) support, is testing out volunteer roles in support of community initiatives and is centred on diversifying traditional rural activities and on increasing incomes of vulnerable groups.

9. SVF funds at the global level, complemented by Special Programme Resources, have permitted the launching of a pilot eco-volunteers programme that supports local leaders who have a proven record in generating and implementing low-cost environmentally friendly solutions at the community level. In 10 countries, indigenous knowledge is being put to use and exchanges are taking place among community groups in such areas as water and soil conservation in rural settings and pollution control in urban environments.

10. The Administrator wishes to draw to the attention of Member States that it is particularly helpful when contributions to the Special Voluntary Fund of UNV, including sub-trust fund arrangements, are received as early as possible in the financial year.

4. UNISTAR and TOKTEN

11. The United Nations International Short-Term Advisory Resources (UNISTAR) and the Transfer of Knowledge through Expatriate Nationals (TOKTEN) programmes, which are both under UNV management, continue to perform well. UNISTAR, the private sector development arm of UNV, has increasingly focused its attention on countries in transition. It completed 116 assignments in 21 countries in 1994 and 124 assignments in 18 countries in 1995.

12. UNISTAR work in 1994-1995 was marked by increased collaboration with multinationals such as the Samsung Group and Fiat. The Samsung Group performed a diagnostic audit and assessment of the five largest electronics and electrical engineering enterprises in Uzbekistan. It also provided UNV with $25,000 for sharing, through videos, UNISTAR approaches to private-sector development. Fiat executives, acting as UNISTAR advisers, assisted the Government of Bulgaria to develop joint venture opportunities. Two immediate outcomes resulted: a possible joint venture between Fiat and a car-battery manufacturer, and expanded cooperation with a Bulgarian auto parts supplier. Such successful collaboration may be launched in other countries as well, thanks to a contribution of $625,000 to UNV/UNISTAR from the Government of Italy.

13. UNISTAR has also developed a close working relationship with the Governments of Japan and Turkey. Japan now contributes $200,000 annually to support UNISTAR activities worldwide. Japanese UNISTAR advisers have served in Indonesia, the Philippines, Poland, Saudi Arabia, Uzbekistan and Viet Nam. In cooperation with the Turkish International Cooperation Agency UNISTAR has fielded 20 Turkish UNISTAR advisers to Central Asia. Sectoral coverage included banking, garment manufacturing, and gourmet-food production and export. UNISTAR has also signed cost- and revenue-sharing agreements with management consulting firms in Malaysia, Mexico and Turkey that will allow UNISTAR to operate on a more self-sustaining basis in these countries.

14. TOKTEN continues to provide a unique dimension in short-term technical assistance to the 43 countries that take an active interest in this modality. TOKTEN programmes have been established in several countries over the past two years, including Haiti and Lebanon, as well as the West Bank and Gaza. The Programme of Assistance to the Palestinian People has also established a TOKTEN programme, enabling more than 20 expatriate Palestinians to provide high-level support to the Palestinian Authority and other public as well as private entities. TOKTEN completed more than 300 assignments in both 1994 and 1995. Consultancies of note include that of a physician who, following a TOKTEN assignment, became Under-Secretary of State for Health in Cambodia, and of a computer expert who introduced the Internet to a Nigerian university.

15. The limited support that has been available for the work of the UNISTAR and TOKTEN volunteers has been extremely effective in freeing up unique talent and

skills for entrepreneurship development. However, the limited financial resources are a constraint to greater practical contributions from the UNISTAR and TOKTEN programmes.

5. UNV, the first headquarters of a United Nations organization in Germany: New synergies

16. In its decision 95/2, the Executive Board endorsed the proposal of the Secretary-General to accept the offer of the Government of Germany to relocate the headquarters of the United Nations Volunteers programme to Bonn from mid-1996. UNV has since continued wide-ranging discussions with the Government of Germany, the City of Bonn, the Federal State of North-Rhine/Westphalia and various non-governmental institutions in order to develop maximum synergies from the new location.

17. Dialogues regarding programme-related issues have been established with a wide range of partners in the Bonn/Cologne areas and in Germany as a whole. UNV has been invited to participate in and contribute to meetings/workshops organized throughout Germany, including discussions on Bonn as a North-South Centre and special United Nations fiftieth anniversary functions. In order to ensure the maintenance of programme synergies in Geneva with the United Nations system as well as with other organizations, UNV is being particularly proactive in organizing special programme briefing sessions before the move, and in planning with partners a consultative mechanism for the future.

18. Other important milestones include the signing of the Headquarters Agreement by the Administrator and the Government of Germany in November 1995; the doubling of Germany's contribution to UNV programmes and the initiation of a transitional subsidy in 1995; and the designation by the Government of Germany of the landmark Haus Carstanjen complex and park as the site for the UNV headquarters in Bonn, to serve also as a common premise for several United Nations bodies.

19. Programme and administrative aspects of the move are proceeding on schedule. Nevertheless, a major move does present special challenges to an organization during the transition phase. Thus, special support for UNV at this time is particularly important so that the quality, effectiveness, and level of its contributions to development and humanitarian priorities through UNV specialists and fieldworkers worldwide can be maintained.

6. Budget strategy and operational review

20. In its decision 95/28, the Executive Board approved the revised budget estimates for the 1994-1995 biennium and budget estimates for the 1996-1997 biennium in respect of the UNV programme. UNV is actively redesigning its business processes in order to implement fully the corporate downsizing policy embodied in the 1996-1997 UNDP budget strategy.

21. UNV has therefore embarked on further reorganization of its human resources and streamlining of procedures to respond to the ever-increasing demand for UNV

specialists in humanitarian as well as development and democratization activities.

22. To adopt a leaner structure and to be even quicker to respond to requests from programme countries at a time when rapid action is essential, UNV has undertaken a systematic review leading to a simplified headquarters structure to serve UNV partners better. In this context, UNV considers its Cyprus Offshore Centre, created in response to Governing Council decision 91/46, as an appropriate tool to reduce its administrative costs by outsourcing a number of routine functions to the offshore location. In addition to volume-intensive data entry, roster and inquiry functions currently being undertaken, it is planned to transfer a range of other tasks, including routine administrative functions, to Cyprus after an assessment of the Centre, scheduled for early 1996.

7. UNV and the successor programming arrangements

23. In its decision 95/28, the Executive Board took note of the cost-savings that will occur on the relocation of UNV headquarters to Bonn and urged the UNDP Administrator, in light of these savings, to increase programme activities involving UNV. A letter was sent by the Administrator in September 1995 to all UNDP Resident Repr..entatives encouraging them to utilize international and national volunteers for talents not available within UNDP, as a means of strengthening country-level capacity in key thematic areas and public information. The guidelines for the execution and implementation of the new successor programming arrangements make recommendations for the use of UNV specialists and fieldworkers and TOKTEN and UNISTAR advisers to support successful national execution.

B. Other important programme directions towards the year 2000

1. Strategy 2000

24. The UNV Strategic Approach, 1993-1996, identified four main windows of UNV activity: classic technical cooperation for development, support to community-based initiatives, peace-related activities of the United Nations, and humanitarian relief and rehabilitation activities of the United Nations system. The basis of the next strategic approach, called Strategy 2000, is that with the reduced resource outlook for the United Nations as a whole, it is even more important to work in strategic partnerships. UNV will, with UNDP and the United Nations system, contributor and partner countries and civil society organizations, give special attention to supporting volunteer movements and initiatives. UNV will strive to strengthen and maintain responsiveness to its primary partners and beneficiaries, on issues ranging from emergency relief to poverty eradication, notably within programmes that are also pro-jobs, pro-women and pro-nature. UNV will be especially proactive on priority issues emanating from global summits and those that lend themselves to community-focused volunteer actions such as: the spectrum from crisis to development; HIV/AIDS; and the urban environment. Countries of initial focus will be the least

developed and those in crisis, with emphasis on the cross-cutting issues of women's roles in and benefits from development. Effective resource management, both of human capacities and financial contributions, will be given importance. The excellent work of the UNV specialists and fieldworkers will be further promoted.

2. White Helmets initiative

25. Strategic alliances with other international actors, specifically with the White Helmets, an initiative of Argentina, represent a step towards the development of teams of volunteers - available on a stand-by basis through national volunteer corps - to enable rapid UNV support to humanitarian relief, rehabilitation and development. In its resolution 1995/44 of 27 July 1995, the Economic and Social Council took note with interest of the report of the Secretary-General on the White Helmets (A/50/203-E/1995/79 and Add.1). Thereafter, the General Assembly adopted resolution 50/19 of 28 November 1995. Based on its existing capacity and within the established mandates of the United Nations system, UNV has been given a key role in developing cooperation frameworks and activities and serving as the operational arm of the White Helmets initiative, and providing the required mechanism for its effective implementation.

26. Strategic points of entry to ensure the effective mobilization of volunteer resources for national and/or international service have been identified during initial exploratory missions undertaken by UNV and the White Helmets Commission of Argentina, together with the United Nations Department of Humanitarian Affairs, UNDP, and other United Nations system partners. Identified needs and pilot projects include a wide variety of activities, for example: electoral support and urban food production in Armenia; enhanced food delivery with WFP in Haiti; support to the reintegration of ex-combatants and reconstruction in the aftermath of crisis in Angola; engineering support for the infrastructure of Gaza; vocational training for Palestinian ex-detainees; rehabilitation of medical facilities in Jamaica; and human rights support with the Human Rights Verification Mission in Guatemala (MINUGUA) in Guatemala. To promote local capacity and the viability of specific volunteer interventions, UNV and the White Helmets Commission are collaborating to attract new partners and formulating resource mobilization strategies for this initiative. So far, Germany and Spain have joined with financial support.

3. The UNV contribution over a quarter of a century

27. On 1 January 1996, the UNV programme completed 25 years of successful operations. It is an appropriate time to take stock of the particular contributions that UNV specialists and field workers have been able to make to the agendas of the United Nations for peace and development, and for democratization. This stocktaking will be possible, inter alia, in meetings planned with United Nations specialized agency partners, in events organized and publications produced by UNV cooperating organizations and national focal points, and in the context of renewed synergies from the new location in Bonn. The anniversary will, of course, also provide an opportunity to secure greater

visibility for the work of volunteers and of the UNV programme in particular, in the developing and donor countries that participate as providers or hosts - or both - of UNV specialists and fieldworkers.

III. EXECUTIVE BOARD ACTION

28. The Executive Board may wish to:

1. Note the increased and successful contribution of the United Nations Volunteers programme in humanitarian, peace-keeping, peace-building, human rights and rehabilitation activities as well as in poverty eradication;

2. Encourage the relevant organizations of the United Nations system and other international bodies to make even greater use of UNV specialists and fieldworkers in the full spectrum of development, humanitarian and peace activities, particularly in view of recommendation 11 of the Joint Inspection Unit, contained in its report on strengthening of the United Nations system capacity for conflict prevention (JIU/REP/95/13);

3. Recognize the work being undertaken by the United Nations Volunteers through the Special Voluntary Fund in developing innovative roles for volunteers in support of community efforts and recommend that Governments and United Nations system entities work in partnership with the United Nations Volunteers to replicate successful results at the country level;

4. Urge Member States to increase their contributions to the Special Voluntary Fund for activities of the United Nations Volunteers, the United Nations Short-Term Advisory Resources and the Transfer of Knowledge through Expatriate Nationals;

5. Also urge countries to expedite the transmittal of their contributions to the United Nations Volunteers, including trust-fund arrangements;

6. Support the added responsibility of the United Nations Volunteers as the operational arm of the White Helmets initiative and invite Member States to provide the necessary financial support for the effective implementation of this initiative.

Annex

UNITED NATIONS VOLUNTEERS
RESOURCE PLANNING TABLE

I. PROJECTED RESOURCE AVAILABILITY AND UTILIZATION OF SPECIAL VOLUNTARY FUND
(In millions of United States Dollars)

	1994	1995	Projected 1996	1997
Available Resources				
Balance as at 1 January	9.16	9.74	12.86	13.11
Voluntary contributions	1.59	1.84	4.00	4.00
Interest and other income	0.96	1.44	1.50	1.50
Offset of external costs (from project budgets)	4.37	4.75	5.00	5.00
Subtotal	16.08	17.77	23.36	23.61
Utilization of resources				
Expenditure				
External costs	4.60	3.26	4.75	5.50
Pilot projects	1.74	1.65	5.50	6.00
Subtotal	6.34	4.91	10.25	11.50
Balance of resources as at 31 December	9.74	12.86	13.11	12.11
Commitment for future years as at 31 December				
(a) External costs for serving volunteers	3.96	4.53	4.75	4.75
(b) Experimental pilot projects	2.87	2.47	4.00	4.00
Subtotal	6.83	7.00	8.75	8.75
Estimated surplus (deficit) as at 31 December	**2.91**	**5.86**	**4.36**	**3.36**
(a) Experimental pilot projects	1.39	3.27	1.74	1.24
(b) Balance available for serving volunteers	1.52	2.59	2.62	2.12
	2.91	**5.86**	**4.36**	**3.36**
Total number of serving volunteers (end December)	**2145**	**2190**	**2200**	**2200**

II. PROJECTED SOURCE OF REVENUE FOR UNV ACTIVITIES
(In millions of United States Dollars)

	1994	1995	Projected 1996	1997
For project budgets				
UNDP resources (IPF, SPR, etc)	24.25	18.82	20.00	20.00
UNV programme officers	1.82	2.21	2.50	2.50
UN system organizations	9.89	16.05	12.00	12.00
UNV Special Voluntary Fund contributions and funds-in-trust	15.26	15.50	20.20	20.20
Total	**51.22**	**52.58**	**54.70**	**54.70**

UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/1996/23
18 March 1996

ORIGINAL: ENGLISH

Annual session 1996
6-17 May 1996, Geneva
Item 9 of the provisional agenda

UNITED NATIONS OFFICE FOR PROJECT SERVICES

Organizational changes in the United Nations Office for Project Services

Report of the Executive Director

I. INTRODUCTION

1. The present report describes and explains the rationale behind the special transitional measures that the United Nations Office for Project Services (UNOPS) initiated in 1995 to adapt itself to the requirements of its new institutional status. These measures were a direct response to Executive Board interest in the future direction of UNOPS, as expressed in paragraph 9 of Executive Board decision 95/31, and the concern of UNOPS about how best to remain a viable and effective instrument responsive to the needs of its clients.

2. The annual report of the Executive Director, as requested in paragraph 9 of Executive Board decision 94/32, will be submitted to the Board at its third regular session, thus allowing time for the financial and statistical analysis essential for meaningful review both of 1995 performance and of the related budget proposals.

II. BACKGROUND

3. UNOPS was established on 1 January 1995 against a background of, and, in part, as a response to, widespread calls for reform of the United Nations system: reforms expected to reduce duplication of function; improve efficiency and effectiveness; respond better and more rapidly to changing needs; produce leaner administrative budgets; and establish more businesslike approaches to both cost and quality of service.

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4. UNOPS was in a relatively sound position from which to respond to these expectations. With roots in UNDP, UNOPS had an inherited tradition on which to build; yet, as an organization in transition, it also had a unique opportunity to make more extensive adjustments than it may have made otherwise. Most importantly, UNOPS was, and has remained, a fully self-financing and extrabudgetary operation. It was therefore accustomed to the pressures of keeping its expenses within the limits of income earned from the provision of services, and of satisfying the needs of a clientele that may choose from among a number of alternatives.

5. On the other hand, the lengthy discussions on the future of UNOPS had diverted attention from strengthening those characteristics that had helped create a market for its services: quickness, flexibility, and cost-effectiveness. Surveys and interviews conducted in late 1994 and early 1995 with almost 50 UNDP country offices that are regular users of its services confirmed the existence of and helped the more precise targeting of specific sources of concern and dissatisfaction. On the positive side, the exercise provided indications that prompt and effective corrective action could help to restore trust and confidence in UNOPS.

III. BUSINESS PLANNING

6. The cornerstone of UNOPS efforts to solidify its financial viability and improve its performance was the 1995 Business Plan, developed during the first months of 1995. The Business Plan was itself the logical conclusion of a strategic planning exercise conducted in 1994, during which all staff were involved in a strength/weakness/opportunity/threat (SWOT) analysis. The Business Plan was submitted to the Management Coordination Committee (MCC) at its meeting on 11 April 1995. The three principal priorities of the Business Plan were to: (a) improve quality of service; (b) build and enhance relationships with the client community; and (c) complete the transition to UNOPS.

7. In its comments on the 1995 Business Plan, the MCC recommended, inter alia, that the UNOPS internal structure be reviewed to make it more innovative and cost-effective. This recommendation, which coincided with the assessment of UNOPS itself of those activities that would have the most fundamental and long-term impact on its ability to react to a changing business environment, provided an impetus for the intensive reorganization effort that followed.

8. Twenty-six UNOPS managers established a consensus in June 1995 on the objectives and principles according to which the reorganization would be planned and operationalized.

IV. REORGANIZATION OBJECTIVES AND APPROACH

9. The UNOPS reorganization strategy is intended to result in improvements in three important areas:

(a) Responsiveness: improved timeliness, flexibility, and creativity in adapting to new and changing needs;

(b) Quality: effectiveness, transparency, and professionalism of services rendered;

(c) Value: providing value for money and an ongoing commitment to reducing the cost of service delivery.

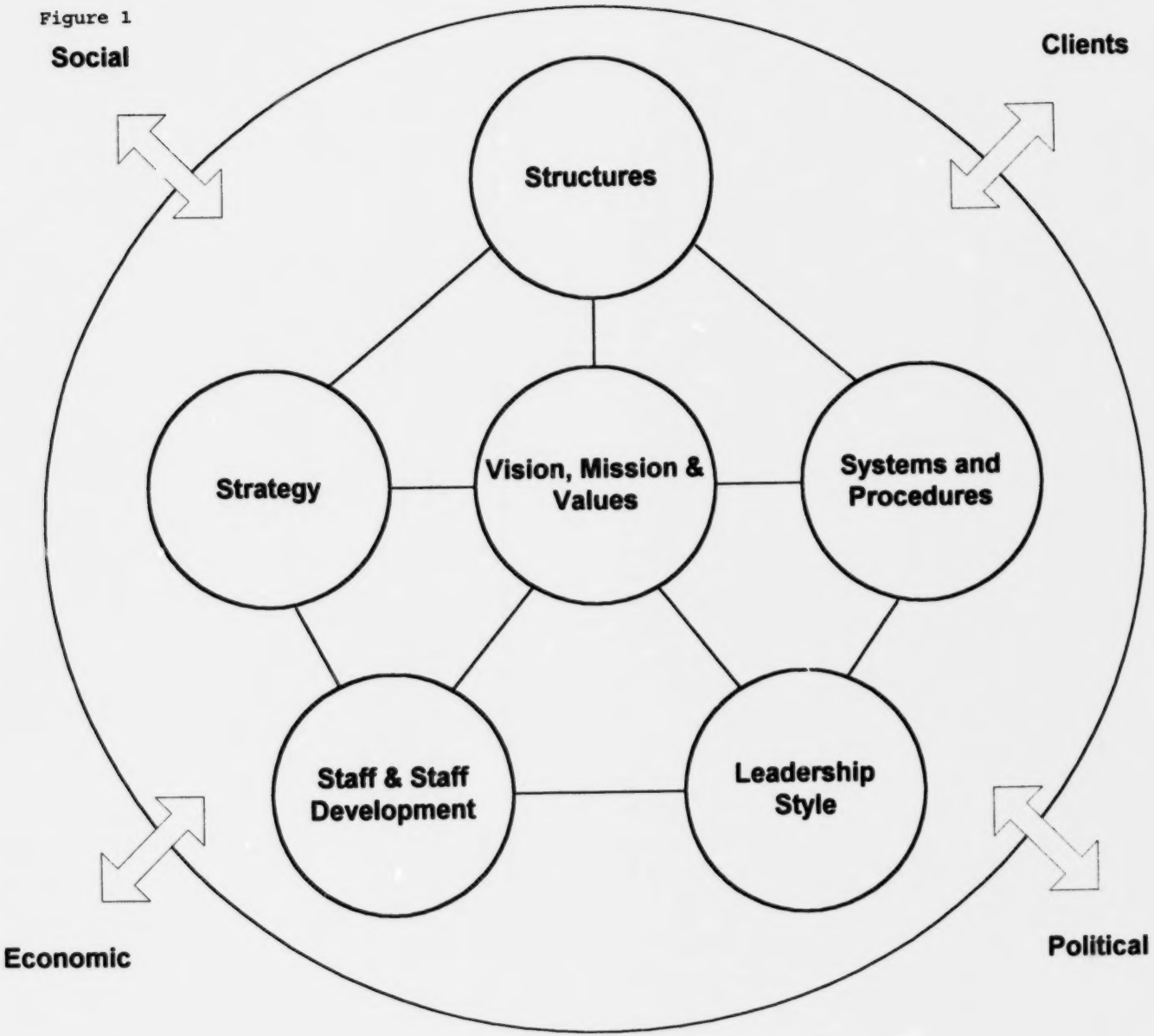
10. The process through which change is accomplished is a crucial factor in determining whether the intended purposes of the change are achieved. The conviction of UNOPS is that staff commitment to a reorganization effort will be greater if there is opportunity for active participation in the change process. Consequently, UNOPS has based its approach on intensive staff involvement in all phases of reorganization, from deliberation and design to implementation. Important elements of this approach have been:

(a) Establishment of an initial consensus on objectives and basic principles;

(b) Primary reliance on internal resources, rather than on external consultants; and

(c) Emphasis on reorganization - a comprehensive rethinking of how work is accomplished - rather than a one-dimensional focus on restructuring. The overall framework of the UNOPS approach is illustrated in figure 1, and discussed in greater detail in chapter VI below.

Figure 1


Social
Clients
Structures
Strategy
Vision, Mission & Values
Systems and Procedures
Staff & Staff Development
Leadership Style
Economic
Political

/...

11. To ensure that the linkages between the purposes and the processes of change were maintained, UNOPS managers created a six-person working group, including representatives of the Staff-Management Forum and of each major type of organizational unit. The group's mandate was to develop operational plans and timetables for the transition that adhered to the consensus, and to provide a mechanism of transparency and communication with staff at large.

V. INTEGRATED TEAMS

12. The single most important concept underlying the UNOPS reorganization is that of integrated teams. Prior to the reorganization, UNOPS relied on a separation of functions between operations divisions, the primary liaison with clients, and service sections, which provide support services (contracting, project personnel recruitment, purchasing, training, fellowships) directly to clients and/or to operations division staff. It was agreed that this approach had contributed to a diffused, sometimes divided, sense of responsibility towards the client, and to longer and more complex lines of communication than necessary.

13. It is the integration of both operations and service functions around the needs of the client that distinguishes integrated teams from the previous functionally separated division of labour. The objective of this organizational model is to place appropriately skilled staff in self-contained teams that focus on the needs of specific clients and portfolios. These teams will have the human resources and authority to deliver all services required in a portfolio, exclusive of those actions that may involve highly specialized functions or staff that cannot be replicated in each team. Under single, integrated management, these teams are expected to accelerate service delivery and to contain cost by simplifying and streamlining work processes, while at the same time providing a sharper focus and accountability vis-à-vis UNOPS clients. Effective check-and-balance mechanisms are retained through the establishment of normative functions that set performance standards, backstop and monitor integrated teams, and provide training support.

14. On the basis of this principle, three types of integrated operations teams have been identified: (a) regionally based; (b) thematic; and (c) implementation modality. On 2 October 1995, after several months of careful analysis of the portfolio, new operations units - the foundation for the integrated teams - were formed. These are:

Regional:	Africa Division
	Latin America and the Caribbean Division
	Western Asia, Arab States, and Europe Division
	UNOPS Asia Office (including Asian International Fund for Agricultural Development (IFAD) projects)
Thematic:	Environmental Programmes Division
	IFAD Division
	Rehabilitation and Social Sustainability Unit

Implementation modality:	Procurement Projects Division Fellowships and Training Section

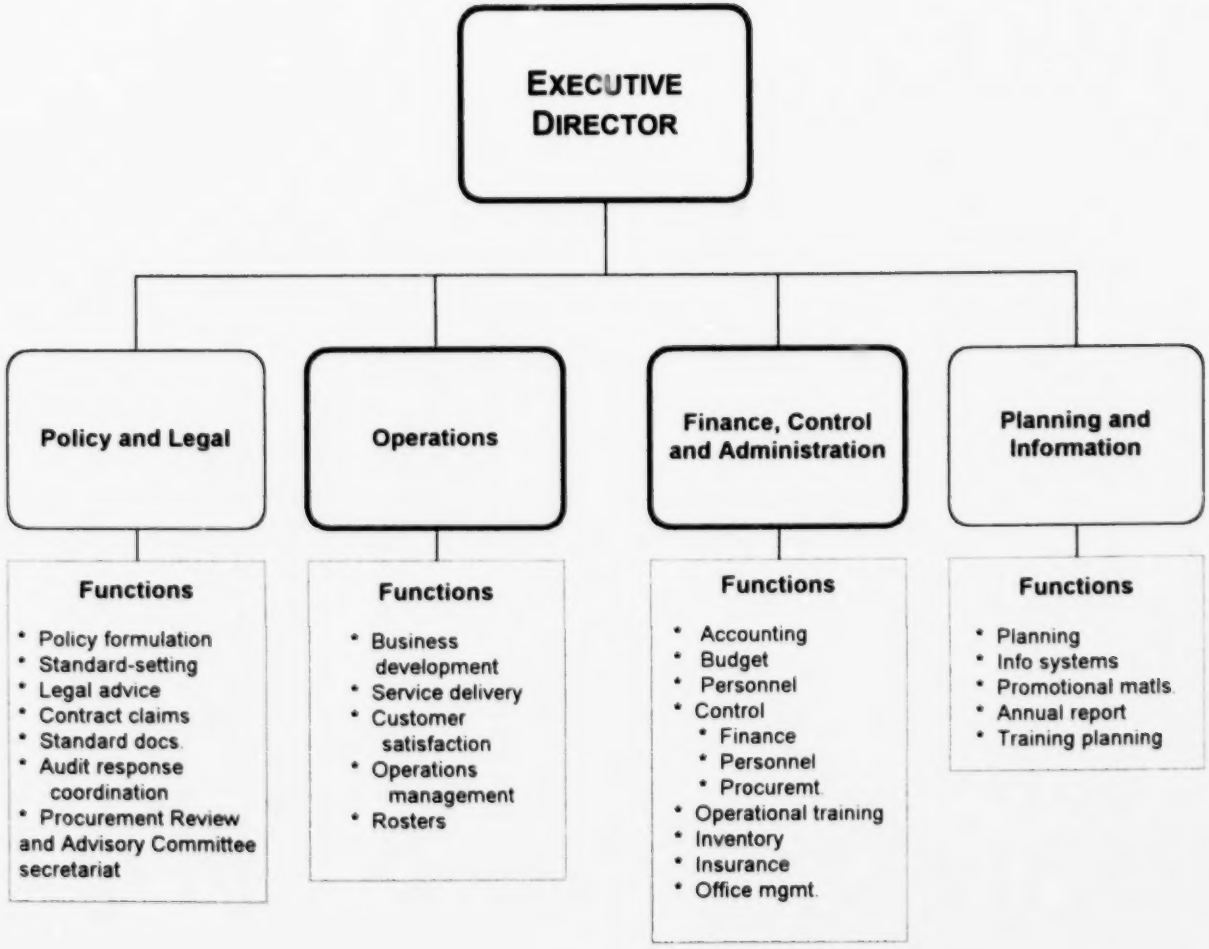
15. On a pilot basis, the operational parts of Purchasing, Project Personnel, and Payments functions were integrated into two divisions. The integration of these functions is continuing apace as the requisite staff capacity is identified and/or developed, using in-house training.

VI. GUIDANCE, SUPPORT, AND CONTROL FUNCTIONS

16. While reassignment of staff capacity and delegation of authority to integrated operational teams is expected to yield direct benefits in terms of improved service to clients, higher productivity, and lower relative cost, it is a strategy that also poses challenges and entails some risk. Among the most significant of these are the maintenance of adequate controls and the achievement of quality standards across units. Several related actions are being taken to address these issues.

17. Based on a detailed analysis of which functions either could not be integrated for practical reasons or which needed to be maintained separately for check-and-balance purposes, a significant adjustment to the non-operational structure of UNOPS has been initiated. Collectively, the new units in this structure are intended to provide guidance and support for the integrated teams and to strengthen the intra-UNOPS oversight and control capacity required by these organizational arrangements. These units and their functions are presented in figure 2.

Figure 2


EXECUTIVE DIRECTOR
Policy and Legal
Operations
Finance, Control and Administration
Planning and Information
Functions
• Policy formulation
• Standard-setting
• Legal advice
• Contract claims
• Standard docs.
• Audit response coordination
• Procurement Review and Advisory Committee secretariat
Functions
• Business development
• Service delivery
• Customer satisfaction
• Operations management
• Rosters
Functions
• Accounting
• Budget
• Personnel
• Control
• Finance
• Personnel
• Procuremt.
• Operational training
• Inventory
• Insurance
• Office mgmt.
Functions
• Planning
• Info systems
• Promotional matls.
• Annual report
• Training planning

18. In addition to the structural changes of the organization, it was recognized that special emphasis needed to be placed on the other dimensions essential to the reorganization process, i.e., those illustrated in figure 1. In order to address these dimensions effectively, four joint staff-management working groups were established.

19. The Working Group on Strategy and Leadership Style has launched an information-gathering exercise using focus groups, the purpose of which is to identify problems and opportunities that will have an effect on the success of the reorganization process. Specific issues being investigated through this exercise include intra-UNOPS communications; planning, management and supervision in integrated teams; delegation of authority; staffing issues related to team formation and interaction; and training. The results of this exercise will be used to set priorities for follow-up action in these areas and will feed information to the Working Group on Staff and Staff Development Issues.

20. The Working Group on Staff and Staff Development issues will make recommendations on all human resources policy issues directly related to the process of transition and reform. Topics this group is considering include job design, training needs, performance evaluation, and contractual policy (see chap. VIII).

21. The Working Group on Systems and Procedures helped to determine the changes necessary for the implementation of the first two pilot integration initiatives. Further action in this regard will be taken by the newly constituted non-operational units responsible for guidance, support, and control.

22. The Working Group on Vision, Mission and Values has focused on these important topics, which help to ensure that the diverse activities and objectives of different parts of the organization are synchronized with the principles and purposes that are common to all of UNOPS. This group has developed a first version of a statement addressing these issues.

23. Finally, and in relation to the overall vision, mission, and values of UNOPS, it is clear that no amount of internal reorganization will be successful in maintaining UNOPS viability and improving its effectiveness if these changes are not translated directly into improvements in the quality and value of UNOPS services. In this regard, UNOPS has established contact with organizations specializing in International Organization for Standardization (ISO) 9000 standards certification. These standards will be used to shape the systems and process improvements that are the objective of the reorganization effort. A decision on whether to pursue formal certification in the appropriate ISO 9000 standards will be taken as further details emerge and as the costs of such certification are considered.

VII. CLIENT RELATIONSHIPS

24. The change in UNOPS relationship with UNDP, coupled with the additional expectations associated with the overall reform of the United Nations system (see para. 3 above), elevated client concerns to a new level. While UNDP

remains UNOPS principal client, even this relationship requires a more conscientious service-orientation on the part of UNOPS than was the case when OPS was simply a unit within the larger parent organization. To this is added the necessity of diversifying and strengthening relationships with other organizations UNOPS serves.

25. This positive pressure requires a more proactive and structured approach to client relationships on the part of UNOPS. This was recognized and included as one of the priorities in the UNOPS 1995 Business Plan.

26. While there were some delays due to resource constraints and staff movements in 1995, in early 1996 UNOPS assigned a staff member as Business Development Coordinator. The emphasis in the initial phases of the Coordinator's work will be on the development of a systematic approach to client relationships, which can then be implemented by the staff of the integrated operations units, supported by the Planning and Information Division.

27. The priority tasks of the Coordinator, scheduled for completion by June 1996, are: (a) identification of key countries and country offices for the concentration of business development efforts; (b) development of a follow-up communications plan; (c) development of a management information database on potential business opportunities; (d) definition of appropriate client management practices and development of appropriate tools; and (e) analysis of the business environment, including identification of potential partners in service delivery.

28. In addition, UNOPS is exploring measures that will enable it to obtain client feedback on UNOPS performance on a regular basis and, if necessary, to ensure that problems or complaints of an exceptional nature are promptly and satisfactorily resolved.

VIII. HUMAN RESOURCES ISSUES

29. The new organizational arrangements raise some unique human resources issues for UNOPS: the self-financing nature of the organization requires that the staffing plan be synchronized with the volume and type of services provided, both of which are subject to change from year to year. The rearrangement of staff into integrated teams adds some new dimensions to the human resources management equation.

30. Any innovation in this area that attempts to respond to the distinctive circumstances of UNOPS must be placed in a larger context. UNOPS, as part of the United Nations family of organizations, must ensure that its human resources approaches remain consistent with those of the United Nations system and with the International Civil Service Commission (ICSC). Furthermore, a sizeable number of UNOPS staff members hold UNDP contracts: UNOPS and UNDP human resource management practices must therefore be synchronized in such a way that neither undue advantage nor disadvantage to UNDP contract-holders results from their assignment to UNOPS.

31. Nonetheless, while acknowledging the parameters within which new approaches must be conceived, UNOPS is working to develop human resource management tools that foster teamwork, initiative, a client-oriented attitude, and concern for quality. Specific issues currently being addressed include how to:

(a) Design jobs and write job descriptions that reflect the functional interdependence of staff working within integrated teams;

(b) Identify, inventory, and deploy available or needed staff skills in an appropriate manner;

(c) Design training programmes that ensure that an adequate pool of necessary skills is maintained;

(d) Establish incentives and rewards system as well as performance assessment mechanisms that recognize both individual and team accomplishments; and

(e) Identify which contractual mechanisms are best suited for the service-driven and variable project portfolio of UNOPS.

32. These issues are being considered by the Working Group on Staff and Staff Development issues, by a human resources specialist currently on assignment with UNOPS, and by the staff of the UNOPS Personnel Unit, which will be strengthened as part of the reorganization effort. Findings and recommendations will be submitted to the MCC, as they become available, through normal reporting procedures.

33. One specific example of a UNOPS response to the types of issue cited above is the UNOPS Contracts Training Programme. This programme, developed and conducted in 1995, provided a comprehensive and practical skills development experience not only for the 100 UNOPS staff who participated in it, but also for numerous participants from the United Nations Secretariat, various specialized agencies, and UNDP. While the UNOPS objective in commissioning this major training programme was to build experience and improve professionalism in this all-important dimension of UNOPS services, essential for the formation of integrated teams, the programme also contributed to the building of further skills in contracting among other organizations of the United Nations system.

IX. NEXT STEPS

34. One of the most important aspects of the UNOPS effort to make itself more innovative and cost-effective is that of resources - human and financial. It will be noted that the UNOPS reorganization effort is relying primarily on the contributions of its own staff - above and beyond normal duties. From the financial point of view, this approach is responsible and beneficial because it has helped contain cash outlays related to the reorganization, which so far have been less than $15,000. More importantly, UNOPS has demonstrated that it has the in-house skills and expertise to plan and implement these changes - with the added advantage that this way of working will help to build a stronger sense of ownership and commitment than if the process were driven by outside experts.

35. A direct implication of the decision to contain costs and to rely largely on existing staff capacity for the change process is that the transition must keep pace with staff ability to maintain the level and quality of existing services and at the same time transfer - or assume - functions, responsibilities, and tasks. Consequently, UNOPS has chosen to introduce the changes in a gradual manner. The key milestones for this process are:

2 October 1995	-	Form new operations units
1 March 1996	-	Establish Office of Director of Operations, Policy and Legal Division, and Planning and Information Division
1 April 1996	-	Finalize integration of operational purchasing staff into operations teams
1 July 1996	-	Establish Finance, Control and Administration Division
1 September 1996	-	Finalize integration of operational Project Personnel and Payments staff into operations teams

36. While the transition process is being monitored on an ongoing basis, a full review of the changes and a preliminary assessment of their impact will be performed by the end of 1996.

37. A service organization such as UNOPS is subject to the permanent test of the marketplace; to remain competitive in such an environment, it must demonstrate an ability to adapt continuously and effectively to changing circumstances. The reorganization achievements of UNOPS in 1995 go a long way towards responding to the requirements of its new status and lay a strong foundation from which to continue improving. This has been accomplished without increasing costs and without interrupting current service delivery. Ensuing annual reports of the Executive Director will assess the quantitative impact on responsiveness, quality, and value that these initiatives are yielding.

X. DRAFT DECISION

38. The Executive Board may wish to:

(a) Take note of the present report;

(b) Encourage the Executive Director to continue his efforts to make the United Nations Office for Project Services more innovative and cost-effective, as recommended by the Management Coordination Committee;

(c) Request that the Executive Director keep the Executive Board apprised of the operational results and financial implications of the reorganization of the United Nations Office for Project Services within the framework of future annual reports, submitted through the Management Coordination Committee.

UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/1996/24
25 March 1996

ORIGINAL: ENGLISH

Annual session 1996
6-17 May 1996, Geneva
Item 8 of the provisional agenda

MATTERS RELATING TO THE PROGRAMMING CYCLES

Request from the Government of Namibia for special status equivalent to that of a least developed country

Note by the Administrator

I. PURPOSE

1. Namibia became independent on 21 March 1990 after 70 years of colonial rule under apartheid South Africa and has since been faced by the challenge of remedying the apartheid legacy. In its resolution 46/204 of 20 December 1991, the General Assembly requested States and organizations of the United Nations system and other donor agencies to give special consideration to extending to Namibia, during the period immediately after independence, special assistance of a scope comparable to that given to a least developed country (LDC). Accordingly, in its decision 91/14, the Governing Council decided to extend special assistance to Namibia during the fifth programming cycle equivalent to that given to an LDC. The Government of Namibia is now requesting the Executive Board to extend to Namibia for the next programming period special status equivalent to that of an LDC. The Administrator recommends that the Board grant the request, which, while having no effect on the UNDP target for resource allocation from the core (TRAC), would continue to recognize the special development situation of Namibia.

II. BACKGROUND

2. Namibia has a population of 1.6 million (1995 estimate) and covers an area of 824,265 square kilometres. It is the driest country in Africa south of the Sahara with resulting fragility of the environment.

3. With an estimated gross national product (GNP) per capita of $1,800 in 1995, the country is characterized by a strong duality: a small but well-developed commercial sector is dominated by 1 per cent of the population, while the rest of the economy is based on subsistence agriculture. The latter is highly vulnerable because of poor soil conditions, overgrazing of limited communal lands, aridity and frequent drought.

4. According to the national household income and expenditure survey, in 1993-1994, the top 1 per cent of households consumed as much as the poorest 50 per cent. Per capita consumption expenditure ranges from a high of $10,000 to a low of $100. Over 50 per cent of all Namibian households live below the

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poverty line and 13 per cent are classified as absolutely poor and unable to meet their basic needs.

5. Economic growth has been irregular and generally modest. The pattern of growth has been influenced mainly by changes in the prices of Namibian mining outputs. The economy's productive capacity was traditionally based on the export-oriented mining sector (principally diamonds, uranium and base metals) and commercial agriculture (cattle and sheep ranching), together accounting for around 20 per cent of gross domestic produce and 55 per cent of total exports (average 1990-1994).

6. The economic objective of the Government is the reconstruction and development of Namibia through the establishment of a mixed-market economy based on social responsibility. The Government attaches the highest priority to agriculture, developing rural and water infrastructures, education, training, health and housing, to which the bulk of external assistance is being directed. This has created productive employment for Namibians entailing a considerable investment in human resource capacity-development and achieving a significant reduction in poverty levels.

III. NAMIBIA AND LEAST DEVELOPED COUNTRY CRITERIA

7. The Committee for Development Planning uses a set of four criteria to define LDCs: per capita gross domestic product (GDP) economic diversification, measured by the economic diversification index (EDI); the augmented physical quality of life index (APQLI), comprising four indicators: life expectancy at birth, per capita calorie supply, combined primary and secondary school enrolment ratio, and adult literacy rate and population size (CDP/1994/5, paragraph 15). Namibia qualifies as an LDC on three of these criteria. Its population, estimated at 1.6 million in 1995, is well below the cut off level of 75 million. Its EDI of 23.47 and its APQLI of 38.87 are also below the cut-off levels. Only the average GDP per capita of Namibia exceeds the values normally used when identifying LDCs. However, the relatively high average GDP does not reflect the Namibian reality in terms of poverty and social and human development.

8. While the richest 10 per cent of the population have an annual per capita consumption of $3,414, at least 90 per cent of the Namibian population have an annual per capita consumption of only $357, half of what is regarded as the cut-off level for LDC identification.

9. The structure of the Namibian economy and society at large impose severe long-term handicaps to growth in the society. As a consequence of apartheid policies, human resource development is very limited, with a low rate of adult literacy (42 per cent) and with only 0.2 per cent of the population having any form of tertiary education. The economic structure is marked by a concentration on a few primary resource-based capital intensive sectors, such as mining and fisheries, in which growth is not translated into income distribution. Hence, the development in GDP is dependent on performance in these sectors and the world market prices for their products. The capacity of the formal economy for poverty reduction seems therefore limited. Diversification of the economy into sectors with further growth potential and labour intensive production methods is an essential but long-term component in the endeavour of the Government to reverse the trend of economic decline. The productivity of the agricultural sector, on which 79 per cent of the population is directly or indirectly dependent for their livelihoods, is constrained by the country's aridity and the fact that it is prone to droughts.

IV. EXECUTIVE BOARD ACTION

11. On the recommendation of the Administrator, the Executive Board may wish to:

Extend to Namibia for the next programming cycle special status equivalent to that given to a least developed country.

UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/1996/24/Add.1
25 March 1996

ORIGINAL: ENGLISH

Annual session 1996
6-17 May 1996, Geneva
Item 8 of the provisional agenda

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Request from the Government of Namibia for special status equivalent to that of a least developed country

Note by the Administrator

Addendum

COMMUNICATION RECEIVED FROM THE GOVERNMENT OF NAMIBIA

At the request of the Government of Namibia, the Administrator wishes to bring the attached communication from the Government of Namibia to the attention of the Executive Board.

96-07284 (E) 220496 230496

APPLICATION FOR "AS IF LDC" STATUS

Summary

1.1 Namibia's present development is constrained by the past apartheid policies, which were centred on directing resources to the white minority while denying the majority access to basic services and the means of production, particularly land and education, so as to ensure a cheap, unskilled labour reserve for the white minority. The result of these policies was the development of a dual economy, comprising a small but well-developed and commercially oriented sector, while the rest of the economy was undeveloped, based on subsistence production. The majority lived and continue to live in conditions similar to and sometimes worse than most least developed countries.

1.2 The Committee for Development Planning uses a set of four criteria to define LDCs: per capita gross domestic product (GDP) economic diversification, measured by the economic diversification index (EDI); the augmented physical quality of life index (APQLI), comprising four indicators: life expectancy at birth, per capita calorie supply, combined primary and secondary school enrolment ratio, and adult literacy rate and population size (CDP/1994/5, para. 15). Namibia qualifies as an LDC in three of these criteria. Its population, estimated at 1.6 million in 1995, is well below the cut-off level of 75 million. As can be seen from the attached statistics and calculated indexes, its EDI of 23.47 and its APQLI of 38.87 are also under the cut-off levels. Only the average GDP per capita of $1,706 (1994) exceeds the values normally used when identifying LDCs. However, this relatively high average level of GDP, which places Namibia among the lower middle-income countries, does not reflect the Namibian reality in terms of poverty and social and human development.

1.3 Namibia has one of the world's most skewed income distributions. This is illustrated in the statistics on household consumption, according to which the richest 1 per cent of the households consume as much as the poorest 50 per cent. The richest 10 per cent of the population have an annual per capita consumption of $3,414; however, 90 per cent of the Namibian population have an annual per capita consumption of only $357, half of what is regarded as the cut-off level for LDC identification.

1.4 The Namibian EDI, comprising the share of manufacturing in GDP, the share of employment in industry, per capita electricity consumption and the export ratio, is low, reflecting the fact that the economy is based narrowly on primary production and export and that the majority of the population does not have access to electricity.

1.5 Despite concerted efforts by the Government to expand the access to social services to the majority of the population, the health status and the educational level of the population is extremely low and Namibia's APQLI is well under the cut-off level for LDC identification. In the 1995 Human Development Report, Namibia was ranked 31 places lower according to the human development index than according to GDP per capita. Namibia has the world's highest rate of malnutrition for countries with a GDP per capita of more than $1,000 and the calorie supply per capita per day is approximately 15 per cent under the recommended level of 2,200 calories.

1.6 The structure of the Namibian economy and society at large imposes severe long-term handicaps to growth on the society. As a consequence of the apartheid policies, human resource development is very limited. The level of adult literacy rate is low (42 per cent) and only 0.2 per cent of the population have any form of tertiary education. The economic structure is marked by a concentration on a few primary resource-based, capital-intensive sectors, such as mining and fisheries, in which growth is not translated into income distribution. Hence, the development in GDP is dependent on performance in these sectors and the world market prices for their products and the formal economy's capacity for poverty reduction seems limited. Diversification of the economy into sectors with further growth potential and labour-intensive production methods is an essential but long-term endeavour for the Namibian Government to reverse the trend of economic decline. The productivity of the agricultural sector, on which 79 per cent of the population is directly or indirectly dependent for their livelihoods, is constrained by the country's aridity and proneness to droughts.

1.7 Namibia is therefore a country with the characteristics of an LDC and is accordingly requesting the Executive Board to grant it "as if" LDC status.

2. Introduction

2.1 Owing to its unique history and in order to assist the Government in maintaining social order and overcoming the legacies of apartheid, the Second United Nations Conference on Least Developed Countries, held in Paris in September 1990, recommended that Namibia be given special consideration in support of its economic and social development. In its resolution 46/204 of 20 December 1991, the General Assembly requested "... States and organizations of the United Nations system and other donor agencies to give special consideration to extending to Namibia, during the period immediately after independence, special assistance of a scope comparable to that given to a least developed country".

2.2 Despite having achieved considerable progress, the factors that led to General Assembly resolution 46/204 have not changed dramatically. The Government has succeeded in promoting a peaceful democracy and political stability within the framework of constitutionally guaranteed rights, democratic principles, national reconciliation and affirmative action. However, the economic obstacles to development inherited at independence have proved more tenacious, as the analysis of the socio-economic situation reveals. It is clear that Namibia remains in desperate need of development assistance resources on concessional terms to redress the inherited inequalities.

3. Background

3.1 Namibia is a vast country, covering 824,269 km^2, and, with a population of only 1.6 million, 1/ it is one of the world's most sparsely populated countries, with an average population density of only 1.9 inhabitants per km^2. The country is also the driest in Africa south of Sahel with rainfall that is not only low but also erratic with a high level of inter- and intra-seasonal variability. A

characteristic of the environment is that it has very low production potential and is fragile.

3.2 Over 70 per cent of the population is concentrated in the north, with rural population densities exceeding 100 inhabitants per km^2 while the two southern regions, Karas and Hardap, have population densities of 0.4 and 0.6 inhabitants per km^2 respectively. Increasing per capita income and reducing poverty is constrained by the rapid population growth of 3.16 per cent, giving a very young population and a high dependency ratio. Over 42 per cent of the population is under the age of 14 years, with 63 per cent under 24 years. Namibia's small population is extraordinarily diverse in culture and language. More than 11 languages or language groups exist in the country.

4. Economic structure and performance

Overview

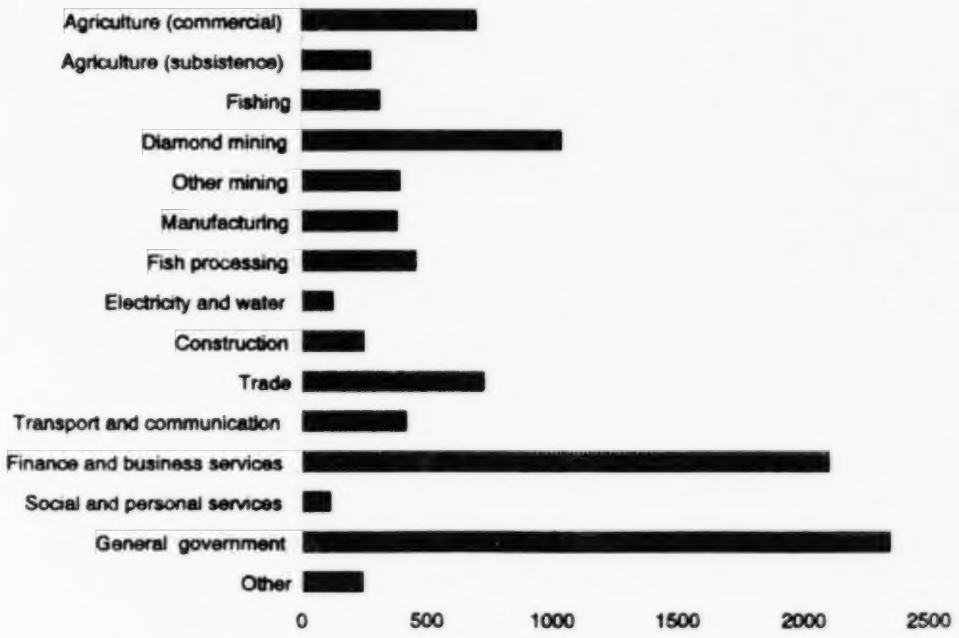
4.1 The present section describes the structure and performance of the Namibian economy since independence, highlighting the narrowness of the economy, its vulnerability to external shocks and the constraints to growth. Namibia's economy is dependent on a few natural-resource based sectors, most of which are capital intensive and have, as yet, made little contribution to increased employment and a reduction in income inequality. The economic activities have limited spatial distribution and the ownership of productive assets is very concentrated.

Structure of the economy

4.2 Namibia's GDP was $2.56 billion in 1994, giving it a per capita income of $1,706. 2/ At the same time, the economy is characterized by extreme inequality, with marked duality: large multinational firms and settler farmers exploit natural resources for export, leaving other sectors largely undeveloped. Figure 4.1 shows the breakdown of GDP by economic sector in 1995. While the two main productive sectors are large-scale commercial agriculture and mining, fisheries and fish processing have increased in importance.

Figure 4.1 Contribution to GDP by industry, 1994

(Millions of Namibian dollars)



Agriculture

4.3 Seventy per cent of the population depends directly or indirectly on agriculture for their livelihood. Yet agriculture accounts for only 10 per cent of GDP. The country's agricultural natural resource base has a limited potential - the bulk of the soils are sandy, stony and shallow with a low water-retention capacity. The semi-arid climate of most of the country acts as a critical constraint to increasing agricultural production in a sustainable manner. Furthermore, the rainfall is markedly seasonal, with less than 1 per cent of the annual total recorded in the winter period. Rates of evapo-transpiration are many times greater than rainfall which means that rainwater, is rapidly lost from the ecosystem and drought is a recurrent phenomenon.

4.4 While subsistence agriculture provides the largest source of employment, it accounts for only 3 per cent of GDP, owing to low productivity levels in the communal sector. Productivity is constrained by the arid climate and poor soils. The full potential in the subsistence sector is not realized because of the low input/output technologies resulting from years of neglect and lack of access to credit, training, research and extension services as discussed in detail in section 5.

4.5 Commercial agriculture, by comparison, accounts for about 7 per cent of GDP and involves mainly livestock production. This accounted for 90 per cent of the agricultural component of GDP in 1992 and about 10 per cent of merchandise export earnings between 1990 and 1994. 3/

Mining

4.6 Namibia is well endowed with a variety of important minerals, ranging from world class deposits of uranium and diamonds to smaller but significant deposits of gold, silver, tin, lead, zinc and copper. Mining and exploration activities are undertaken by the private sector, consisting of a few foreign and multinational companies as well as an undetermined number of small-scale Namibian miners, with Government providing the necessary support and information for these activities. Virtually all value adding processing of minerals takes place outside the country.

4.7 Income from the mining sector is highly vulnerable to change in the world market prices and the contribution to GDP is relatively high but irregular. The income-distributing effects of the mining sector are limited. While the sector has contributed an average of 17 per cent to GDP since 1990, only 4 per cent of the workforce is engaged in this sector and the ownership is concentrated in very few companies.

Fisheries

4.8 The fisheries sector has increased in importance since independence and the sector shows promise for further growth. Thanks to the introduction of different control measures, Namibia has experienced significant increases in the fisheries and related fish-processing sectors. Its share of GDP rose from 4.4 per cent in 1990 to 8.5 per cent in 1993, with exports of fish and fish products accounting for close to 25 per cent of all exports in 1994. Furthermore, this sector has become very capital intensive, only 0.4 per cent of the workforce engaged in the fishing sector. It had proven to be very vulnerable to climatic disturbances as seen in 1994-1995, when unfavourable sea conditions resulted in deterioration of the fish stock.

Manufacturing

4.9 The manufacturing sector share of GDP and export is low: 4.2 per cent and 11 per cent respectively. The manufactured export consists mainly of processed foods and beverage. This sector's contribution to GDP has remained constant since 1980, its development being constrained by the small domestic market and

the relative inexpensiveness of South African imports. The lack of manufacturing capacity obliges Namibia to import almost all consumer and capital goods. Under the pre-independence relationship with South Africa, Namibia became a captive market for South African manufactured goods, which still make up as much as 75 per cent of imported goods.

Government

4.10 The striking feature in figure 4.1 is the importance of the government contribution. Since independence, government expenditure as a proportion of GDP has grown to 43 per cent. This had corresponded to the need to establish and organize government institutions in accordance with the requirements of the new constitution and the functions of an independent and democratic state. In addition, there was a perceived need to restructure the public service, fulfil raised expectations of social change and meet the challenge to expand social services as a means of addressing social inequities. This had to be accomplished in the context of the constitutional agreement not to dismiss any public sector personnel from the previous administration. The need to introduce civil servants representative of the wider population created an increase in the number of civil servants to 65,000. Namibia has roughly one civil servant per 25 citizens, one of the highest such ratios in the developing world. While this development is understandable in a political context, it creates a clearly unsustainable pressure on the national budget. Consequently, the Government has embarked on a wage freeze and a rationalization process through attrition and early retirement.

Regional distribution of economic activities

4.11 As a consequence of the colonial policies, economic development in Namibia is concentrated around the capital, Windhoek, and a number of other towns in the former white area. Many populous and rural areas of the country are economically underdeveloped and lack infrastructure. The regional distribution of the economy is also clearly reflected in the household income and consumption statistics. The average annual consumption in the Khomas region, where the capital is located, is $1,925 whereas the corresponding figures for the poorest regions, Caprivi and Ohangwena, in the northern part of the country, are $273 and $221.

Ownership of productive assets

4.12 The tendencies towards concentration in the Namibian economy are also clear in the ownership of productive assets. The commercial farming sector, which accounts for 8 per cent of GDP is in the hands of only 3,700 farmers, who own the freehold land, which accounts for 44 per cent of the total agricultural land area. In contrast, 150,000 people work on communally owned land, which makes up 43 per cent of the total agricultural land area. In other sectors, such tendencies are even more exaggerated because apartheid policies prohibited the majority of the population from establishing formal businesses.

Economic growth

4.13 The growth of the economy has been irregular, and generally modest as can be seen in table 4.1.

Table 4.1. Annual real GDP growth rates, 1990-1994

	Average 1981-1989	1990	1991	1992	1993	1994	Average 1990-1994
Real GDP growth	1.0%	0.3%	6.6%	7.5%	-1.9%	5.4%	3.5%
Per capita real GDP growth	-2.1%	-2.8%	3.3%	4.3%	-4.9%	2.2%	0.4%

Note: GDP at constant 1990 market prices.

Source: CSO, 1995 Statistical Abstract.

This is partly due to lower levels of private-sector investment and partly to unfavourable developments in world prices for Namibia's major products and partly to unfavourable climatic conditions, which negatively influence agricultural production. In addition, the internal situation, particularly the uncertainties perceived at independence, and the legal and institutional framework seem to have stifled the economic dynamism of the majority of the population.

International trade

4.14 International trade plays a major part in the development of the country. There are current efforts by the Government to expand the opportunities for trade transactions with the rest of the world. Namibia presently has a sound balance-of-payments position. However, for three reasons the economy remains vulnerable to changes in exogenous factors. First, the Namibian economy is extremely open. The ratios of total exports to GDP and imports of goods and services to GDP are very high, averaging 55 per cent and 63 per cent respectively since 1990. Second, merchandise exports are narrowly based and dominated by the mining sector, mainly diamonds and uranium. Despite the declining trend in mining, it is still very significant, accounting for 58.2 per cent of total exports between 1990 and 1992, falling to 43 per cent between 1992 and 1994. Third, the economy is closely linked to South Africa, commercially and financially. Eighty-five per cent of Namibia's imports and 24 per cent of Namibia's exports arrive from or are destined for South Africa. This makes Namibia vulnerable to exogenous changes, as occurred with the serious decline in Namibia's terms of trade since the mid-1980s, when import prices increased faster than export prices. Namibia's vulnerability is exacerbated by dependence on exports of a few primary goods with very little value adding taking place in Namibia.

4.15 The degree of dependence on the South African economy goes much further than simply being Namibia's chief source of imports. The Namibian economy is extremely integrated with South Africa. Namibia is a member of the Southern African Customs Union (SACU), to which South Africa, Botswana, Lesotho and Swaziland also belong. Together, the five countries share a common external trade tariff and goods are allowed to flow across borders unimpeded by tariffs or other restrictions. Membership of SACU brings costs and benefits. It reduces Namibia's options for tariffs and introducing changes that would allow it to become more competitive. Namibia receives significant receipts from SACU, averaging nearly 30 per cent of total revenues between 1990 and 1994.

4.16 At independence, Namibia's currency was the same as that of South Africa: the rand. No independent monetary policy was, therefore, possible. Namibia is still a member of the Common Monetary Area and the new Namibian currency, the Namibia dollar, is at parity with the South African rand. Namibia's exchange rate policy has therefore been identical to that of South Africa. Many Namibian banks and financial institutions remain integrated into the South African banking system. The Central Bank rate of interest has closely followed that of South Africa since independence. Given the parity of the Namibian dollar with the South African rand, the only macroeconomic stabilization tool for Government is fiscal policy.

Employment trends

4.17 Prior to independence, gainful employment opportunities were denied to the majority of the labour force through discriminatory laws and practices, a situation which was compounded by the lack of good education and vocational training. As a result, few blacks had the necessary skills for formal or self-employment. In 1991, fewer than 11,000 people had received technical or vocational training and fewer than 8,500 people had attended university.

4.18 Although the most repressive practices have been eradicated, the structural imbalances in the economy remain and the limited supply of skills makes it difficult for the majority to find employment or to start income-generating activities apart from subsistence agriculture. Opportunities in arable production are limited owing to the lack of water and low productivity, resulting in little or no surplus beyond the needs of typical poor households.

4.19 Data from the population and housing census (1991) and labour-force surveys indicate that just over half the population are considered to be economically active, with a large number of those employed in subsistence agriculture (47 per cent). The second largest employer is the public sector. According to the census data, just under 19 per cent of the economically active population above 15 considered themselves completely unemployed in 1991. The level of unemployment is much higher in the urban population and higher among the younger section of the population. A 1991 labour-force survey showed that over 41 per cent of the economically active population were underemployed. Recent estimates put the unemployment rate at about 30 per cent. 4/

4.20 Since independence, the total number of jobs has risen, mainly as a result of increases in public-sector employment. However, government projections suggest that unemployment and underemployment have worsened since independence.

With nearly 16,000 persons added annually to the labour force, this situation exerts considerable pressure on policy makers to identify opportunities for job creation. The continued bias of the Namibian economy towards capital-intensive techniques has considerably slowed down the creation of jobs. This bias has, to a certain extent, been reinforced by the scarcity of skills and the consequent high prices of skilled labour.

Conclusion

4.21 The duality of the Namibian economy has not changed dramatically in the five years since independence. While some growth has been achieved, structural factors have limited the income-distribution and poverty-reduction effects of the growth in the formal sector. The structural limitations to growth are clearly depicted above: the narrow focus on primary sector production, which increases the economy's vulnerability to changes in world market prices; and climatic disturbances. The narrowness of the Namibian economy is reflected in the low EDI.

4.22 To bring about structural changes in the economy is a long-term endeavour. Most sectors in the formal economy are capital intensive and the incentives to change towards more labour-intensive modes of production are limited because the scarcity of skills have inflated the cost of skilled labour. The productivity of the informal agricultural sector, on which the majority of the population is dependent for its livelihood, is limited by climatic factors.

5. Namibia's socio-economic situation

5.1 This section provides the background to the socio-economic circumstances of Namibia, with an overview of social indicators focusing on poverty levels and quality-of-life indicators. The section highlights the tremendous negative social and economic impact of apartheid, which resulted in a dualistic pattern of development. As the World Bank has stated, "There are indeed two Namibias. The white population, which is no more than 5 per cent of the total, is mostly urban and enjoys the incomes and amenities of a modern Western European country. The black population, mostly rural, lives in abject poverty". 5/

Overview

The impact of apartheid

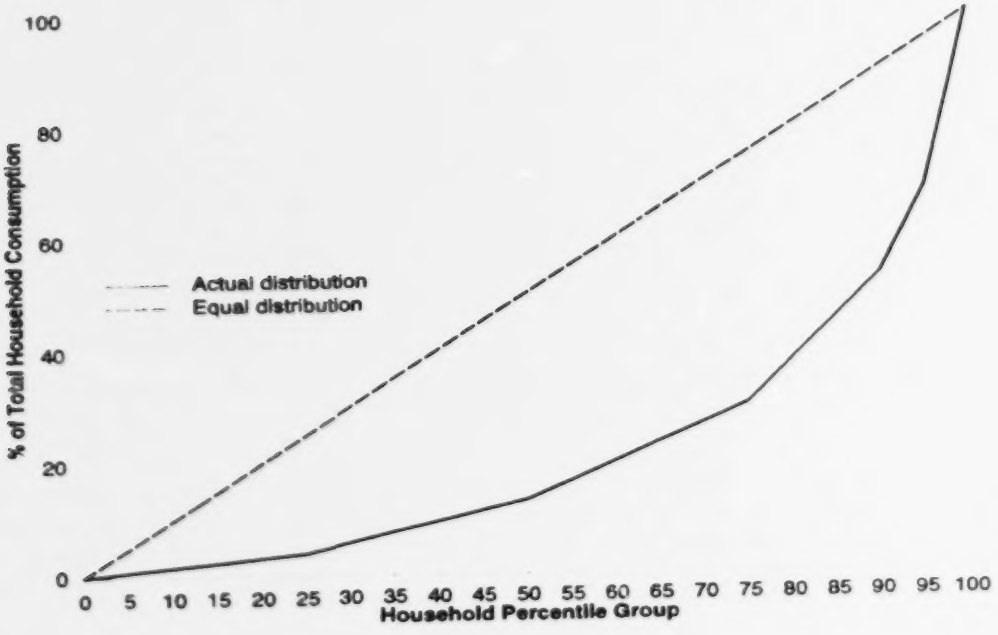
5.2 At independence, the effect of apartheid policies manifested itself in many ways and consequently resulted in extreme relative and absolute poverty. Relative poverty (a measure of wealth in relation to others in society) is reflected in highly skewed distribution of income. The poorest 90 per cent of the population together consume significantly less than the remaining minority. Absolute poverty (a level below which people are considered unable to meet their basic needs) is indicated in estimates that show that approximately half the population live below the poverty line.

Socio-economic indicators

Income inequality

5.3 Income distribution is extremely unequal in Namibia. This is statistically best illustrated in the Namibia household income and expenditure survey, in which consumption was used as a proxy for income. According to this, the richest 1 per cent of households consume as much as the poorest 50 per cent; the better-off half of households consume on average N$ 20,000 (US$ 5,300) a year per household while the poorest quarter consumes only N$ 2,200 (US$ 580) per household. Per capita income ranges from a low of N$ 430 (US$ 120) for the 25 per cent of the households having the lowest income to a high of N$ 47,400 for the 1 per cent of the households having the highest income. The top 10 per cent of the population of the households have a per capita income of N$ 17,500 (US$ 4,640). The other 90 per cent of the population are surviving on a per capita income level of just N$ 1,445 (US$ 380) per annum. It is this majority that will benefit from a decision to extend for the next programming period special status equivalent to that of an LDC.

Figure 5.1 Distribution of Household Consumption



Source: 1993/94 Namibia Household Income and Expenditure Survey, November 1995.

/...

5.4 Historically, income distribution was very strongly correlated with ethnic grouping. This is also indicated by the household income and expenditure survey, which was carried out on the basis of language. As shown in table 5.1, the income level is much higher in population groups where German or English is the main language of the household. Afrikaans, which is spoken by both white and coloured families, also ranges high.

Table 5.1 Annual household private consumption disaggregated by main language spoken at home

MAIN LANGUAGE	% of total households	% of population	% of total consumption	Average household consumption (US$)	Average per capita consumption (US$)
German	1.6	0.8	6.9	15 413	5 664
English	1.6	1.0	6.3	13 664	3 838
Afrikaans	12.7	9.5	30.0	9 305	2 202
Tswana	0.4	0.3	0.5	3 545	948
Otjiherero	9.1	8.9	7.8	2 947	533
San	3.2	3.4	2.4	2 848	470
Damara/Nama	14.0	12.5	8.1	2 101	414
Oshiwambo	43.7	50.2	25.2	2 256	346
Kwangali	7.9	8.2	4.2	2 021	343
Lozi	4.3	3.9	1.9	1 683	327
Other	1.5	1.3	0.5	1 508	294
NAMIBIA	100	100	99.8	3 555	627

Source: 1993/1994 Namibia Household Income and Expenditure Survey, November 1995.

5.5 According to the UNDP Human Development Report 1995, Namibia ranks 77th out of 174 countries in terms of per capita GNP, qualifying as a "middle income" country. However, Namibia's rank drops to 108th on the human development index (HDI), whose components are life expectancy, adult literacy and income (see table 5.2). The HDI for Namibia, which presents intertemporal changes for the country, declined from 0.295 in 1992 to 0.289 in 1993, which implies a slight decline in the welfare of the people due largely to the severe drought in 1992-1993.

Table 5.2 Comparison of Namibia's GNP and HDI rankings

	1990	1991	1992	1993	1994	1995
Namibia's GNP per capita ranking	60	77	84	98	84	77
Namibia's HDI ranking	96	105	122	135	127	108
Difference	-36	-28	-38	-37	-43	-31

Source: UNDP, Human Development Reports 1990-1995, New York.

5.6 The discrepancy between the HDI and GNP per capita figures implies that high levels of income inequality have resulted in poor performance of social indicators as compared to overall measures of income. While Namibia has a GNP per capita almost three times the average for sub-Saharan Africa, its social indicators are similar to that of the region as a whole, where life expectancy is 52 years and adult literacy is 51 per cent. This is due in large part to the dualistic socio-economic situation.

Poverty

5.7 If poverty is defined and measured in narrow economic terms, Namibia performs relatively well in international terms, classified in the World Development Report as a "lower-middle income country". However, if social and health indicators such as infant mortality and life expectancy are taken into consideration, this misleading picture is seriously undermined. 6/

5.8 There have been various studies of incomes and poverty, both detailed surveys of relatively small samples as well as the CSO Namibia Household Income and Expenditure Survey, covering 5,000 households across Namibia. 7/ These surveys used not only cash incomes but other measures of well-being such as a food consumption ratio (food consumption as a proportion of total consumption) to determine levels of poverty. Those households for which food is 60 per cent or more of total consumption are considered poor (see table 5.3).

5.9 According to these various studies, approximately 50 per cent of all households in Namibia are below the poverty line (40 per cent according to the CSO statistics). 8/ As many as 68 per cent of households were below the poverty line in the Van Rooy et al. survey covering central and southern communities and 53 per cent of the households in the Yaron et al. study of the Okavango region were classified as poor. 8/ The preliminary results of the CSO survey are shown in the tables below.

5.10 Factors contributing to high levels of absolute poverty are the arid climate and low agricultural productivity of the land. This has made it difficult to increase incomes from subsistence agriculture for the majority of the rural population, a population which, though currently small, is growing at a fast rate and becoming increasingly urbanized.

Table 5.3 Poor households in Namibia by food consumption ratio, 1994

Food consumption/ total consumption	Classification	Households	
		Number	%
0%-59%	Not poor	147 000	60%
60%-79%	Poor	73 000	30%
80%-100%	Severely poor	24 500	10%
Total		245 000	100%

Structure and vulnerability of agriculture

5.11 One of the key causes of poverty in Namibia was the colonial expropriation of land from the black majority and transfer to white settlers. Until the 1980s, blacks were unable to buy land and were forced to live in smaller, marginal areas or become farm labourers. While white commercial farmers had access to subsidies, services and cheap labour, the majority was denied such services, unable to improve farming practices and productivity.

5.12 Namibia is the most arid country in Africa south of the Sahel, with a national average rainfall of 250 mm. Even in the north-east, where rainfall averages 400-600 mm, this level is still considered marginal for arable agriculture. For livestock production, the arid climate means that large areas of land are required, ranging from 8-10 hectares per livestock unit (LSU) (roughly equivalent to 1 head of cattle or 5 sheep or goats) in the north to 20-25 hectares per LSU in the south-west. As the rural population has grown, the expansion of agricultural production on marginal land has led to environmental degradation, which has exacerbated poverty in many communal areas.

5.13 The high incidence of drought increases the vulnerability of the poor. In a normal year, the poor are barely able to generate sufficient resources because of the low productivity of land and thus are unable to withstand any reduction in output caused by drought or other factors such as pests and/or crop disease. The recent droughts of 1992 and 1995 have also worsened the conditions of the poor. Although poverty is more prevalent in rural areas, urban poverty is a growing phenomenon as rural migration to cities increases and the economy is unable to provide sufficient employment opportunities in urban areas.

Health indicators

5.14 The main recent sources of information on health status are the 1991 Census and the national demographic and health survey of 1992. Key statistics are shown in table 5.4. The indicators show that levels of health and education in Namibia are well below what could be expected from the country's GNP level. Given the level of Namibia's GNP per capita, the under-five mortality rate should have been no higher than 37 per 1,000 live births in 1993. In fact, the

Table 5.4 Summary of social indicators

	1989	1990	1991	1992	1993	1994
Education						
No. of schools	1 171	n/a	1 229	1 325	1 354	1 365
No. of teachers	12 885	n/a	13 925	15 257	15 280	15 727
Primary enrolment	307 407	313 528	339 179	348 411	352 100	366 666
Secondary enrolment	58 769	61 741	72 286	83 819	92 136	101 772
Expenditure (per cent of total budget)	18	23	23	24	25	27
Pensions						
Minimum state pension (N$ per month)		55	92	120	120	135
Coverage (per cent of eligible)						
Housing						
Build Together (houses)	n/a	n/a	n/a	1,285	1 009	1 300
National Housing Enterprise	822	719	351	158	267	773
Human development indicator (rank of 172 countries)						
Ranking by GDP per capita		60	77	84	98	84
Overall ranking		96	105	122	135	127
Social sector expenditure (percentage of GRN total)	33	39	42	41	42	48

Source: CSO Statistical Abstract 1993, National Programme of Action 1991 and 1993, Demographic and Health Survey 1992, Human Development Reports 1990-1994, Public Expenditure Review 1994, National Housing Enterprise, Directorate of Housing.

under-five mortality rate was 87 per 1,000 live births in 1991. Although it is one of the wealthiest countries in sub-Saharan Africa, its indicators of the physical quality of life are on average for the region. Reliable nationwide statistics on calorie intake per capita per day do not exist at present; however, there are several indications of a poor nutrition level. In fact, Namibia has the highest malnutrition level of any country in the world whose per capita income exceeds $1,000. In the 1992 national demographic and health survey, more than 25 per cent of the children were found to be stunted. Almost 9 per cent of the children were wasted.

Education and literacy

5.15 Primary school enrolment rates rose rapidly from 60 per cent in 1990 to 83 per cent in 1993, thanks to an active drive to improve education and literacy levels and the introduction of free primary education. Unfortunately, the effort has been beset by high drop-out rates, limited numbers of qualified teachers and a lack of materials.

5.16 Adult literacy is regarded as a key development indicator and criterion for classification as an LDC. Adult literacy in Namibia is estimated at only 42 per cent. Severe structural problems created by apartheid still plague the education system. The need to end the legacies of apartheid resulted in the abandonment of Afrikaans in favour of English as a medium of instruction. The dearth of qualified teachers (37 per cent of teachers in primary schools are not officially qualified to teach) has led to extremely low levels of educational attainment. More than 40 per cent of children fail to pass grade 1. For every 1,000 pupils who enter grade 1, it is estimated that only 400 will complete grade 7. When this figure is compared with Botswana, for example, where 80 per cent of those enrolled in grade 1 complete grade 7, the problem in the Namibian education system becomes apparent. Educational spending still reflects the regional imbalances resulting from apartheid. Per capita expenditure by the State on primary education ranges from a high of N$ 2,785 per year in Windhoek to as low as N$ 887 per year in Ondangwa. 9/

Housing

5.17 Housing is a particular problem in urban areas, where apartheid policies restricted movement of the majority and accommodation was provided for single men in the townships. With the removal of these restrictions, families have moved to urban areas but, without sufficient housing, many continue to live in these single living quarters or in shacks in informal settlements without services.

5.18 The 1991 housing and population census provided data on housing numbers and quality. It showed that in 1991, only 83 per cent of those in urban areas had adequate housing. The remaining 13,800 households lived in single quarters, kraals or huts and improvised housing. By 1994, with the increase in the urban population, it was estimated that up to 15,000 households were still in need of improved housing.

6. Conclusion

GDP per capita

6.1 Conventional aggregated measures of national poverty, such as per capita GNP, conceal the true extent of poverty in Namibia. Namibia's dualistic economy has created deep inequalities in income and living standards between a small, wealthy élite and the majority of Namibians, who remain extremely poor and vulnerable. This is reflected in Namibia's human development index, which confers on Namibia a low level of human development.

6.2 Very few countries reveal a greater discrepancy than Namibia between economic performance and social performance, and those countries - Angola, Gabon, Guinea, Saudi Arabia and the United Arab Emirates - are mostly oil exporters, where immense wealth is concentrated in very few hands. In Namibia, no such "natural" explanation of inequality applies: rather, it is the historical legacy of apartheid. 10/

Physical quality of life

6.3 Namibia ranks at the LDC level according to social indicators: most of the population live under the same conditions as in LDCs and sometimes worse.

Namibia's "as if" LDC

6.4 At the time of independence, the General Assembly in its resolution 46/204 of 20 December 1991, requested States and organizations of the United Nations system and other donor agencies to give special consideration to extending to Namibia, during the period immediately after independence, special assistance of a scope comparable to that given to a least developed country (LDC). It was recognized that Namibia was in many ways less developed than its level of per capita GDP would suggest and that the majority of Namibians ought not to be penalized because of the existence of a very well-off minority within Namibia. As demonstrated above, Namibia is in many ways less developed than its level of per capita GDP would suggest. Extensive poverty remains, as shown by the social indicators on nutrition, health, education and literacy. The legacy of decades of apartheid rule will take time to overturn and therefore the Government believes that the case for Namibia's "as if" LDC status should be maintained and adopted by all development assistance agencies.

6.5 Classification of Namibia as an LDC would significantly enhance the flow of development assistance with favourable conditionality and concessionality. This will in turn ensure that resources required to ensure Namibia's social and economic development are forthcoming and would benefit the vast majority of Namibians living in conditions comparable to those in the poorest of countries classified as LDCs.

Notes

1/ Estimate based on the 1991 population census, which showed that the population at that time was 1.4 million

2/ CSO, Statistical Abstract, 1995

3/ Ibid.

4/ Estimates by National Planning Commission.

5/ World Bank Country Study: Namibia Poverty Alleviation with Sustainable Growth.

6/ UNICEF: Children in Namibia, 1996.

7/ Van Rooy et al. (1994) surveyed three communities (225 households) in northern, central and southern Namibia. Yar et al. (1992) surveyed households in one of the poorest regions in Namibia: Okavango.

8/ The distribution of economic resources in the population of Namibia, based on the 1993/1994 Namibia household income and expenditure survey.

9/ UNICEF: Children in Namibia, 1996.

10/ UNICEF: Children in Namibia, 1995.